



STATE OF THE HERITAGE REPORT

THE SUPERINTENDENCE OF CULTURAL HERITAGE

PUBLISHED BY
THE SUPERINTENDENCE OF CULTURAL HERITAGE

138,
MELITA STREET
VALLETTA VLT08
MALTA

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INTRODUCTION

This edition of the State of the Heritage Report, comes at a time when the policy document outlining the National Strategy for Cultural Heritage has entered important stages of drafting and consultation. The final draft of the National Strategy document will set the pace and content of future reports. In this edition, the format of the previous reports has been retained. Firstly, the structure of the report provides a bird's eye view of the central areas of interest in Malta's heritage sector. At a glance, the report is designed to function as a fact source, as was the intention of the first and subsequent editions. Through evolving editions, the State of the Heritage Reports will become valuable sources of information. Secondly, the edition of 2005 makes it easier for the reader to follow and compare current sections of texts with those of previous editions by strictly adhering to previous formats. Changes and additions may represent issues that are worthy of debate and discussion. A comparison with previous editions will provide important, albeit brief, glances at short, medium and long-term changes in Malta's Heritage Sector. The report avoids short-term achievements so as not to repeat the content of annual reports. Rather more interesting are the changes that effect the medium and long-term. Thirdly, this particular edition of the State of the Heritage Report, sets future agendas and objectives for forthcoming reports by incorporating working consultation texts for the National Strategy document on cultural heritage. Once this document is published and approved by the House of Representatives, the State of the Heritage Report will have the additional objective of reflecting strategic achievements to the objectives outlined in the National Strategic document.

During 2005 a number of developments have been registered by various entities working in the field of cultural heritage. A major development has been the amalgamation of the Malta Centre for Restoration with Heritage Malta. This restructuring has brought conservation operations into the fold of a single agency, thus turning priorities towards pressing conservation needs in state-owned collections and monuments. Heritage Malta continues its valuable work in revamping existing visitor facilities. At the same time, Heritage Malta is attracting more visitors, a factor that helps tremendously in addressing the huge financial burden that Malta faces in caring for its vast patrimony. Here the successful implementation of European Union funding in matters of conservation and presentation is a major achievement which will shortly begin to have a significant impact in the protection of Malta's megalithic temples. Hopefully, the mobilization of future EU funding will go to support other critical areas of Maltese heritage, such as our historic fortifications.

An area which still requires attention is that of governance and regulation. The Cultural Heritage Act 2002 has been particularly instrumental in introducing a more liberal regime in Malta's heritage sector. The Act's accent on decentralization, a wider participation and regulation has allowed for diversification in a manner that may not have been possible under previous legal frameworks. Decentralisation nevertheless requires

regulation and a better sense of governance. At the heart of these two requirements lies the presence of the Superintendence of Cultural Heritage. Throughout 2005, the Superintendence was the subject of a thorough Operations Review by the Management and Efficiency Unit with the Office of the Prime Minister. The review addressed the resource requirements for this small organisation, with a view to implementing organisational improvements during the coming months. At the same time, the Superintendence has embarked on the important task of creating a National Heritage Inventory and also in forging good working practices with Heritage Malta, MEPA, the Police Department, NGOs and Local Councils. The challenge for the coming years to develop a strong heritage regulator that can be effective in safeguarding heritage assets that are critical for our national identity and the cultural make-up of the Maltese islands. At issue is whether sustainability can be achieved in the way that heritage is taken care of in a small island state which is eager for economic development, while at the same time being intent on retaining its cultural fabric.

2005 was also a year during which both Heritage Malta and the Superintendence of Cultural Heritage worked on projects that involved both NGOs and Local Councils. This area of stake-holder participation has yet to fulfil its great potential, that of providing additional support in an area that is steadily gaining more and more public attention. A number of NGOs have registered an increasing interest in becoming guardians of monuments. Several Local Councils have registered similar interests and have actively participated in heritage projects that involved Heritage Malta, the Superintendence and the University of Malta. It is envisaged that the National Strategic policy document on cultural heritage will highlight the important role of NGOs and Local Councils in linking heritage issues to grass-root levels of society. The benefits of this are both economic and significant in terms of developing a truly 'public heritage'.

In keeping together such diversity, Malta's heritage sector is also in need of seeking ways to improve its agenda for the long-term. Heritage, like the Environment Sector, is after all one of the few sectors that truly places more emphases on the long-term rather than the short-term. Protection and preservation are terms that attempt to project values that are perceived in relics of the past into the future. Values are constantly under scrutiny. They are transformed in the immediate, for better or for worse. The consequences of the immediate are projected into the future, blindly and indiscriminately, and precariously so if we fail to understand current trends in the loss and transformation of our heritage assets.

These and other issues will influence the discussion and final draft of the policy document on the National Strategy for Cultural Heritage. How can we, in the present, create the optimum mechanisms and frameworks for managing and reducing those transformations that lead to the loss or impoverishment of our cultural heritage? There are of course no easy answers to this critical question. Because values are in transition, one approach is for a country such as Malta to explore and develop its own tools to address the impact of changing social values on culture and heritage. In the immediate realm of cultural heritage, a few themes suffice to direct future debate. First, questions of change have to be addressed within the context of sustainability. Heritage, if it is to be taken seriously, concerns itself with the long-term. The reason to protect the past through its relics is conversely related to its projection into a future. Who sets, and how, agendas are set for the future of heritage, lie at the heart of this cultural dilemma. This factor raises a second theme, that of governance. Because heritage has attracted a wide public base, its dimension has become extremely broad. The care and management of the cultural heritage are no longer restricted to the state, the church or institutions.

Modernity has taught us a lesson in public relativity and relevance. Yet balancing state, church, institutions and the public requires the creation of frameworks that are proper to modern society. Good governance comes with the rule of law, regulation, wide democratic debate at the level of intuitions and the public, and the creation of checks and balances at every level of society. Wider participation must be catered for. Hence the urgent requirement for capacity building on a scale that matches the equally urgent needs of our heritage. Institutional imbalances leave much to be desired in the way that we would like to project our collective heritage. Such imbalances lead only to institutional and administrative vacuums, which are best suited for intentional destruction and loss. The concept of accessibility to cultural heritage and wider public and institutional plurality in related matters, is that of encouraging an alternative to centralization. Centralization has created geographical and social vacuums: it is this factor that divorces communities from their cultural landscapes. Decentralisation in a properly regulated framework, favours more focused solutions to the way that we care and manage our heritage. A third theme is therefore that of education. The heritage sector must teach the public not only about collections and monuments, but also about values and how these can be made use of in the service of society. Heritage must therefore be seen as yet another instrument in the creation of social capital. In this frame of thinking governance, institutional and professional operations must be directed towards addressing the problems of the loss of heritage, and whether such problems should take centre-stage in public policy.

Anthony Pace
Superintendent of Cultural Heritage

Valletta
2005

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Defining Malta's Cultural Heritage

2.1

Legal Definition of Cultural Heritage



The Cultural Heritage Act provides a broad and inclusive definition of the “cultural heritage”.

Article 2 of the Cultural Heritage Act defines the term "cultural property" as:

"movable or immovable property forming part of the cultural heritage".

The term "cultural heritage" is also defined by Article 2 as:

"movable or immovable objects of artistic, architectural, historical, archaeological, ethnographic, palaeontological and geological importance and includes information or data relative to cultural heritage pertaining to Malta or to any other country. This includes archaeological, palaeontological or geological sites and deposits, landscapes, groups of buildings, as well as scientific collections, collections of art objects, manuscripts, books, published material, archives, audio-visual material and reproductions of any of the preceding, or collections of historical value, as well as intangible cultural assets comprising arts, traditions, customs and skills employed in the performing arts, in applied arts and in crafts and other intangible assets which have a historical, artistic or ethnographic value."

Furthermore, Article 3 of the Cultural Heritage Act 2002 states that:

“For the purposes of this Act, an object shall not be deemed to form part of the cultural heritage unless it has existed in Malta, including the territorial waters thereof, or in any other country, for fifty years, or unless it is an object of cultural, artistic, historical, ethnographic, scientific or industrial value, even if contemporary, that is worth preserving.”

These definitions establish an important principle. Cultural heritage must be considered in all of its diverse dimensions, and as far as possible it should not be compartmentalized. The Cultural Heritage Act thus establishes a cultural continuum for our heritage, a continuum which recognizes diverse values and aspects of our past in a more holistic and unified meaning of the term.

2.2

International Obligations



Malta has been particularly conscious of its international obligations in the field of cultural heritage. Since the world war of 1939 – 1945, an increasing body of texts, charters, resolutions and conventions have been drawn up and promoted internationally. The initial impetus came from the major international organisations that emerged in the aftermath of the war. The creation of the United Nations and its sister bodies, as well as the creation of the Council of Europe, were important developments in the internationalisation of heritage management principles. Parallel to this development was the emergence of international NGOs, regional organisations, the European Union and other global institutions that promoted the need for there to be common platforms of universally-held principles.

This process led to an international acquis of fundamental texts covering such issues as conservation, restoration, integrated conservation, collection management, the return of stolen cultural property and other aspects. The acquis will continue to expand during the coming decades.

Malta has taken important steps to adopt important elements of this acquis and will continue to pursue a programme of examining and considering international texts and documents for possible adoption. The Superintendence is developing and overseeing this programme on a number of levels. In this regard the more pressing priorities are the signing or ratification of outstanding conventions, and the implementation of the principles enshrined in accepted conventions within the Maltese heritage sector.

The current situation with respect to Malta's adoption of international conventions related to the cultural heritage sector is as follows:

CONVENTIONS		SIGNED	RATIFIED
European Cultural Convention, 1954	Council of Europe	✓	✓
Convention for the Protection of Cultural Property in the Event of Armed Conflict, The Hague 1954 (Hague Convention 1954)	UNESCO		
Protocol to the Hague Convention of 1954 for the Protection of Cultural Property in the Event of Armed Conflict, The Hague 1954 (Hague Protocol 1954)	UNESCO		
Customs Convention concerning facilities for the importation of goods for display or use at exhibitions, fair, meetings or similar events, Brussels 1962	UNESCO	✓	
European Convention on the Protection of the Archaeological Heritage, London 1969 (London Convention 1969)	Council of Europe	✓	✓
Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property (UNESCO Convention 1970)	UNESCO		
Convention on Wetlands of International Importance Especially as Waterfowl Habitats, 1971 (the Ramsar Convention)	UNESCO - Ramsar Bureau	✓	✓
Convention concerning the Protection of the World Cultural and Natural Heritage, Paris 1972	UNESCO	✓	
Convention on International Trade in Endangered Species of Wild Fauna and Flora, 1973 (CITES)	UNEP	✓	✓
Convention on the Conservation of Migratory Species of Wild Animals, 1979 (the Bonn Convention or CMS 1979)	UNEP	✓	✓
Convention on the Conservation of European Wildlife and Natural Habitats, Bern 1979	Council of Europe	✓	✓
European Convention on Offences relating to Cultural Property, Delphi 1985 (Delphi Convention 1985)	Council of Europe		

Convention for the Protection of the Architectural Heritage of Europe, Granada 1985 (Granada Convention 1985)	Council of Europe	✓	✓
Convention on Biological Diversity, 1992	UNEP		
European Convention on the Protection of the Archaeological Heritage (Revised), Valletta 1992 (Malta Convention 1992)	Council of Europe	✓	✓
UNIDROIT Convention on Stolen or Illegally Exported Cultural Objects (UNIDROIT 1995)	UNESCO		
Second Protocol to the Hague Convention of 1954 for the Protection of Cultural Property in the Event of Armed Conflict, The Hague 1999 (Hague 2nd Protocol 1999)	UNESCO		
European Landscape Convention (Florence Convention 2000)	Council of Europe	✓	
Convention on the Protection of the Underwater Cultural Heritage, Paris 2001	UNESCO		
Convention for the Safeguarding of the Intangible Cultural Heritage, Paris 2003	UNESCO		

Secondly, the Cultural Heritage Act adopts a series of principles and lays down clear obligations regarding conventions. Part II of the Act adopts language that promotes integrated conservation, the sustainable use of heritage, social inclusion as well as the promotion of fiscal policies. These principles reflect identical ones already expressed in UNESCO and Council of Europe Conventions. Article 49, then specifically states that the powers and duties under the Cultural Heritage Act 2002 should be exercised in conformity with any international Convention, treaty, agreement or instrument concerning the proper use and conservation of national or world cultural property, to which Malta may be party. This innovative article strengthens the legal implications for the local use of internationally accepted norms and practices. In addition, article 50 of the Act authorises government to ratify and become party to the UNIDROIT Convention on stolen or illegally exported cultural objects. The adoption of this latter convention has been augmented by the transposition into Maltese subsidiary legislation of the European Community's directive EEC Council Directive 93/7/EEC (15 March 1993) on the return of cultural objects unlawfully removed from the territory of a Member State.

In addition, several national organizations, such as the Malta Planning and Environment Authority, the Restoration Unit of the Works Division, Heritage Malta and the Superintendence, as well as leading NGOs, have all adopted principles of international documents in their works and every day operations.

The signing, ratification and adoption of international conventions carry with them a number of important obligations. However, they also provide an important framework within which authorities and practitioners can operate. The Superintendence of Cultural Heritage will endeavour to promote best practices as outlined in these international documents.

2.3

Sites And Monuments



In Malta, sites and monuments of cultural or ecological importance are known from a number of sources. One of these is a Scheduling List drawn up by MEPA. Currently there are 1,720 sites and monuments which are included in the Scheduling List.

Architectural Value	1284
Archaeological Value	263
Ecological Importance	173

The Scheduling List also provides protection through a system of grading and classification. Architectural monuments can be of Grade 1, 2 or 3, and the grading of other sites ranges from Class A to Class E. The levels and grades imply different levels of value and protection.

Scheduled archaeological sites and monuments are sub-divided as follows:

Class A	42%
Class B	56%
Class C	One site

There are no Class D and E listed archaeological sites.

Scheduling is published on the Government Gazette, and the Scheduling List is also available on the MEPA website.

The Antiquities List compiled in 1946/47 to assess war damage, and which has approximately 2000 properties and sites on it. These are classified as:

A. Prehistoric	4.0%
B. Phoenician & Roman	4.5%
C. Medieval	0.5%
D. Ecclesiastical	22.0%
E. Domestic	57.0%
F. Military	0.5%
X. Unclassified	11.5%

Unlike the Scheduling List, the properties and sites on the Antiquities List are exclusively of historical or antiquarian significance. Furthermore, the Antiquities List stops with properties dating to the 18th Century and nothing from the British Period is included.

Almost all the properties on the Antiquities List are seen as worthy of preservation, which would place them at Grade 1 or 2 in terms of today's scheduling.

MEPA also maintains a National Protection Inventory, which compiles data on cultural properties and is intended to inform planning issues. This inventory has basic data on approximately 13000 entries, resulting from data capture exercises in a number of Urban Conservation Areas and along the Victoria Lines. The inventory also has data on approximately 1000 archaeological sites that are also kept in digital format. A number of cultural heritage assets were included in the National Protective Inventory during the period under review. These include the 100 most significant monuments in Valletta, 150 British Period cast-iron Post boxes and Telephone booths, 15 miscellaneous properties of architectural and cultural significance in Malta and Gozo that are at risk. These will be proposed for scheduling during 2006. Moreover, currently there are a number of proposals for the scheduling of properties which are awaiting approval of MEPA Board.

The Superintendence of Cultural Heritage keeps a database, listing all recorded archaeological interventions to date, derived in many cases from the Museum Annual Reports of the past hundred years. This database also includes sites which are known to have existed but the location of which is currently lost. The database is constantly updated in the light of discoveries, many of which are the result of accidental discovery during development works. This database will be elaborated once the National Heritage Inventory (CHIMS) is launched.

The development of the National Heritage Inventory is being tackled in a far-reaching and pro-active way. It is being linked to data capture exercises, to programmes of scheduling, and to the application of such data to better inform policies and decisions.

As evidenced in the Museum Annual Reports, and in the Superintendence's database, the majority of archaeological sites and features in Malta have been discovered during development works. Our cultural heritage is at risk by ever-increasing development. This risk is not limited to known sites and monuments. Many yet unknown, buried archaeological sites and features are in constant risk of being destroyed. The same risk is run by buildings whose cultural heritage significance has not been recognised or adequately recorded.

Institutions managing heritage often suffer from mistrust by the public. The public perception is that when a discovery is made during development, the authorities would unnecessarily impede construction works or else that the discovery will lead to land expropriation. The rich heritage of the Islands results in a large number of discoveries, and the number of heritage professionals is too small to deal effectively with the large workload. This may result in unfortunate delays.

There is an immediate need for these problems to be addressed. It is incumbent on cultural heritage institutions to provide clear guidelines and to develop resource capabilities that permit expeditious interventions. Provision must be made for evaluation of potential sites, for monitoring of eventual works, and for archaeological excavation in the case of accidental discovery. These essential measures must be put within a sustainable framework. The Superintendence is currently developing policies intended to inform decisions that are taken in connection with land use and development. Such policies must be drawn up in the light of values attached to the cultural heritage, and should be based on the gathering of adequate information.

There are a number of areas of activity that must be developed, and which should result in greater protection for the cultural heritage, and a better service to the public.

- **Data Capture Programmes.** This data capture should lead to better protection of the cultural heritage through exploration, research and effective scheduling. It should better inform policies and guidelines for decisions linked to development.
- **Provision for archaeological services linked to development.** Archaeological excavation is regulated exclusively by the Superintendence that should be provided with adequate mechanisms and resources for archaeological evaluation of sites, for monitoring of works and for the excavation of accidental discoveries during works. This activity should be set in a financially sustainable framework.
- **Effective enforcement.** Prompt and effective intervention is necessary in the case of threats to the cultural heritage, by unauthorised or illegal activity. Such interventions require effective legal and procedural mechanisms.
- **Close liaison between MEPA and the Superintendence of Cultural Heritage.** The existing co-ordination should be further developed to create more effective policies and guidelines for development. Such guidelines and policies are to be effectively communicated to the public.

2.4

World Heritage Sites



The UNESCO World Heritage Convention

Malta ratified the UNESCO World Heritage Convention in November 1978.

According to Article 4 of the World Heritage Convention, each State that ratifies the Convention is responsible for ensuring the identification, protection, conservation, presentation and transmission to future generations of the cultural heritage situated on its territory. Each State Party is obliged to do all it can to this end, to the utmost of its own resources and, where appropriate, with any international assistance and co-operation, in particular, financial, artistic, scientific and technical, which it may be able to obtain.

Article 5 of the World Heritage Convention states that:

“To ensure that effective and active measures are taken for the protection, conservation and presentation of the cultural and natural heritage situated on its territory, each State Party to the Convention shall endeavour, in so far as possible, and as appropriate for each country:

- a. to adopt a general policy which aims to give the cultural and natural heritage a function in the life of the community and to integrate the protection of that heritage into comprehensive planning programmes;
- b. to set up within its territories, where such services do not exist, one or more services for the protection, conservation and presentation of the cultural and natural heritage with an appropriate staff and possessing the means to discharge their functions;
- c. to develop scientific and technical studies and research and to work out such operating methods as will make the State capable of counteracting the dangers that threaten its cultural or natural heritage;
- d. to take the appropriate legal, scientific, technical, administrative and financial measures necessary for the identification, protection, conservation, presentation and rehabilitation of this heritage; and

- e. to foster the establishment or development of national or regional centres for training in the protection, conservation and presentation of the cultural and natural heritage and to encourage scientific research in this field.

Moreover the Convention states in Article 6 that whilst the sovereignty of the State on whose territory the cultural property is situated is respected, the State Parties to the Convention recognize that this heritage is a world heritage, and as such, it is also the duty of the international community to protect it.

The UNESCO World Heritage List

To date Malta has succeeded in having three sites of cultural value listed in the World Heritage List. These are the city of Valletta, the Ħal-Saflieni Hypogeum, and the Megalithic Temples of Malta.

VALLETTA

Site: City of Valletta

Date of Inscription: 1980

Criteria: C (i) (vi)

World Heritage List Number: 131

Valletta's 320 monuments, situated within an area of 55 ha, make it one of the most concentrated historic areas in the world. Following a positive recommendation by ICOMOS in November 1979, the city of Valletta was inscribed in the World Heritage List during the Fourth Session of the World Heritage Committee held in Paris in September 1980.

Valletta was inscribed in the World Heritage List because it "represents a masterpiece of human creative genius", and is "directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance" [UNESCO criteria for WHS (i) and (vi) respectively].

THE ĦAL-SAFLIENI HYPOGEUM

Site: Ħal-Saflieni Hypogeum

Date of Inscription: 1980

Criteria: C (iii)

World Heritage List Number: 130

The prehistoric hypogeum of Ħal-Saflieni, considered as a "cultural property of exceptional value" by ICOMOS in the latter's justification for recommending the inclusion of the site in the World Heritage List in November 1979, was eventually inscribed in the List during the Fourth Session of the World Heritage Committee held in Paris in September 1980.

The Ħal-Saflieni Hypogeum was included in the World Heritage List because it “bears a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared” [UNESCO criterion for WHS (iii)].

ĠGANTIJA

Site: Ggantija Temples

Date of Inscription: 1980

Criteria: C (iv)

World Heritage List Number: 132

Following a positive recommendation by ICOMOS in November 1979, the megalithic temple complex of Ġgantija was inscribed in the World Heritage List during the Fourth Session of the World Heritage Committee held in Paris in September 1980.

The Ġgantija Temples were included in the List because they are “an outstanding example of a type of building or architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history” [UNESCO criterion for WHS (iv)].

THE MEGALITHIC TEMPLES OF MALTA

Site: The Megalithic Temples of Malta

Date of Inscription (Extension): 1992

Criteria: C (iv)

World Heritage List Number: 132bis

During the Sixteenth Session of the World Heritage Committee, held in Santa Fe in December 1992, the Committee decided to extend the already inscribed site of Ġgantija Temples to include five other prehistoric temple sites in Malta, and to rename the site on the List as “The Megalithic Temples of Malta”. The extension included the prehistoric megalithic sites of Faġar Qim, Mnajdra, Tarxien, Skorba and Ta’ Faġrat.

The six prehistoric sites were inscribed in the World Heritage List as a group by the same criterion by which Ġgantija Temples had been inscribed, namely because each site is “an outstanding example of a type of building or architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history” [UNESCO criterion for WHS (iv)].

Protecting Endangered Properties

World Heritage conservation is a continuous process. Listing a cultural property automatically brings benefits in this process, but it also imposes a number of obligations. It is imperative that an inscribed site does not fall into a state of disrepair, or have any development project risk destroying those qualities which made the property suitable for World Heritage status in the first place. The State owning Listed sites should regularly report on the condition of the properties, on measures taken to preserve them, and on its efforts to raise public awareness of its cultural heritage.

If a country is not fulfilling its obligations under the UNESCO World Heritage Convention, it risks having its properties deleted from the World Heritage List. In case of threat, the World Heritage Committee should be alerted, and if the threat is justified, and the problem serious enough, the property will be placed on the List of World Heritage in Danger. This list is designed to call the world's attention to natural or human-made conditions which threaten the characteristics for which the property was originally inscribed on the World Heritage List.

Hagar Qim and Mnajdra Heritage Park Project

The aims of the Hagar Qim and Mnajdra Project are to safeguard these two important monuments for future generations, while making them more accessible to the public. The project is funded through 3.5 million Euros of Structural Funds. The agency responsible for the implementation of the project is Heritage Malta. The main goals of the project are the creation of protective shelters over Hagar Qim and Mnajdra, as well as a new Visitor Centre.

A detailed Project Description Statement was placed on the web in December 2004. During the year under review, intensive consultations were held with different stakeholders, as part of the planning process. Implementation of the main structural works is due to begin in 2006.

The Scientific Committee for the Conservation of the Megalithic Temples

In April 2000 the Scientific Committee for the Conservation of Megalithic Temples was established, and was entrusted with advising the Museums Department on possible conservation solutions for the preservation of Malta's megalithic sites.

With the enactment of the Cultural Heritage Act in 2003, and the resultant dissolution of the Museums Department, the Scientific Committee ceased to meet. In September 2004 the Scientific Committee for the Conservation of Megalithic Temples was re-established. The new Scientific Committee is made up of representatives of the Superintendence of Cultural Heritage and Heritage Malta respectively and also consists of a number of experts in different fields including stone conservation, structural engineering, archaeology and ecology.

The functions of the Scientific Committee are:

- To provide a multidisciplinary forum for understanding the conservation problems of the megalithic temples;
- To make recommendations for actions required to conserve and record the temple sites;

- To monitor the execution of such actions, evaluate results, and ensure that high scientific standards are maintained;
- To provide a forum for consultation on the development of a research agenda for the temples;
- To promote and co-ordinate research on the megalithic temple sites.

The Scientific Committee for the Conservation of the Megalithic Temples met 6 times between November 2004 and November 2005.

The main issues addressed by the Committee were:

- The development of a conservation strategy and a Conservation Plan for the megalithic temples.
- The creation of a team with the adequate skills to address the conservation needs of the megalithic temples.
- The development of better environmental monitoring of sites for conservation purposes.

Valletta

Since 1987, the first historic city rehabilitation programme was set up in Malta in order to conserve, protect and present our capital city. The Valletta Rehabilitation Project, within the Ministry for Resources and Infrastructure, developed a number of short and long-term initiatives that combine specific conservation projects, urban conservation planning and broader management strategies which should lead, among other things, to a social revitalisation of Valletta.

During the past year Valletta Rehabilitation Project has continued with its programme of conservation and restoration at a number of sites in the capital city and also including Floriana. The major projects undertaken during the past year include:

- The restoration of the Cappella d'Italia at St. John's Co-Cathedral
- The restoration of a 16th Century organ at St. John's Co-Cathedral
- The restoration of Sarria Church, Floriana
- The restoration of the facade and paintings of Our Lady of Victory Church
- The restoration of the Paladini, Perez d'Aleccio at the Palace

Periodic Reporting on the Application of the World Heritage Convention

Under the terms of Article 29 of the UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage, ratified by Malta in 1978, each State Party is obliged to report periodically to the general Conference of UNESCO.

Following the submission of Section I of the Periodic Report on UNESCO World Heritage Sites in Malta by the Ministry for Tourism and Culture in November 2004, the preparation of Section II of the Report – involving the reporting on each site inscribed in the World Heritage List – began through the compilation of information provided by a number of institutions in the heritage sector, including the Ministry itself, the Superintendence of Cultural Heritage, Heritage Malta, the Valletta Rehabilitation Project, the UNESCO National Commission, and ICOMOS (Malta). Upon completion, Section II of the Report was submitted to UNESCO.

2.5

Cultural Landscapes



Landscape is an integral part of the common heritage of humankind. The safeguarding and protection of the landscape is essential for the preservation of our cultural identity. Since the 1960s appropriate planning action has been considered an important issue in the management of the Maltese landscape. The establishment of the Planning Authority addressed this issue during the 1990s. The protection of the landscape has again been promoted through the Cultural Heritage Act 2002.

In 2000 the Council of Europe issued the European Landscape Convention with the aim of promoting landscape protection and management, and planning on landscape issues. The Convention defines the term 'Landscape' as meaning:

'an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors.'

The Convention highlights the following measures as necessary tools for reaching the objectives of improved landscape management and protection:

- Awareness-raising among the civil society, private organisations, and public authorities of the value of landscapes, their role and changes to them.
- Training and education by means of training in landscape appraisal and operations, multidisciplinary training programmes in landscape policy, protection, management and planning and by means of school and university courses addressing the values attached to landscapes and to issues raised by their protection, management and planning.
- Identification of those landscapes found throughout a Party's territory, analyse their characteristics and the forces and pressures transforming them and to take note of the changes within them.
- Assess of the landscapes thus identified, taking into account the particular values assigned to them by the interested parties and the population concerned.
- Define landscape quality objectives for the landscapes identified and assessed.
- Implementation instruments aimed at protecting, managing and/or planning the landscape.

Malta signed the European Landscape Convention in October of 2000.

In 2004, an important local development with respect to landscape protection and management was registered by the Malta Environment and Planning Authority with the publication of the Landscape Assessment Study of the Maltese Islands.

The Landscape Assessment Study was carried out as part of the broader review of the Structure Plan for the Maltese Islands. The Assessment draws an updated picture of the current state of the Maltese Landscape from a planning point of view, including its cultural heritage component. The definition of 'landscape' as used by the Assessment is the following:

'...the visual aesthetic component of the surrounding environment – that is, views as appreciated and interpreted through the sense of sight. The definition is compatible with that of the European Landscape Convention as it addressed the perception factor of a landscape through the human mind.'

The Landscape assessment is an important contribution towards the identification of several landscape-types composing the Maltese territory. It identifies the trends and issues affecting these landscapes and outlines a Strategic Landscape Policy Direction.

Besides the Landscape Assessment Study, various other issues and initiatives relating to land-use issues are of direct relevance to the landscape management and conservation. The following table provides an overview of such issues relating to the workings of MEPA carried out between January and October 2005.

Heritage Asset	Policy developments
Cultural Landscapes	<ul style="list-style-type: none"> • Review of current development process of requests for works involving ground disturbance within Areas of Archaeological Importance. • Monitoring of development affecting archaeologically sensitive areas is mandatory on a polluter pays principle for major projects, by state agencies for smaller projects. • Controlled development within already committed sites (development schemes) incorporated in Areas of High Landscape Value.
Urban Conservation Areas	<ul style="list-style-type: none"> • Street Categorization (UCA zoning). • Review policy for timber balconies within UCAs. • Mandatory demand for restoration method statements (RMS). • Monitoring of restoration works. • Bank guarantees for compliance with RMS.
Rural Conservation Areas	<ul style="list-style-type: none"> • Mandatory demand for restoration method statements (RMS). • Monitoring of works. • Bank guarantees for compliance with RMS. • A small number of rural heritage assets included in the National Protective Inventory.

	<ul style="list-style-type: none">• Inventory of rural heritage assets required.• Review of LN 160/97 – Conservation of Rubble walls and Rural structures.• Draft data card for the recording of rubble walls.
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The sector requires more work to reconcile conflicting needs and necessities of modern society with the sustainable use of Malta's landscape. Due to the small size of the Island, historic and cultural landscapes are constantly under pressure from urban and rural developments.

The indications contained in the European Landscape Convention and in the recent policy developments by MEPA are to be pursued further by all parties concerned. The successful implementation of the necessary measures will require a multi-disciplinary approach, and a commitment towards inter-departmental co-operation.

2.6

Architecture



Malta has a rich and varied architectural heritage. Our towns and villages include buildings from different historic periods. The Maltese landscape includes architectural landmarks ranging from country houses to wayside chapels. The urban core areas of the Island include significant portions of this architectural heritage. A number of legislative frameworks including the Cultural Heritage Act 2002 and the Development Planning Act 1992 regulate the development protection and conservation of this heritage.

Scheduling of architectural heritage provides an effective tool for its protection and conservation. This exercise is however not being carried out systematically and much of the scheduling is done as an emergency measure of protection. The constant review of scheduled structures is also an issue that needs to be addressed. That which is to be saved for posterity largely depends on a question of definition and values. However, such a definition needs to take into account a historically comprehensive heritage with no particular emphasis on one particular historic timeframe. The issue of cultural values is in addition a complex one. The built heritage can act as a source of conflict, where developers and public interests are often seen to contradict national conservation policies. This heritage is therefore at risk and susceptible to change. Cultural and aesthetic values are often vulnerable or partially compromised by intrusive works.

Different living requirements have influenced the development of historic urban dwellings. These are, in most cases, difficult to reconcile with contemporary necessities. Thus, exigencies of high social profile do not lead to the acquisition of large historic property. The loss of garden spaces and subsequently the radical transformation of important town and country houses has become common. This also has serious repercussions on urban core areas that can be radically transformed in character. Two important factors can augment this threat. The current depopulation trend in areas such as the Grand Harbour Area, as well as requirements for new dwelling units can be a threat to the safeguard of this cultural property as a unit. Recent statistics however indicate that the interest in historic houses situated in Valletta is on the increase.

It is also fast becoming necessary to evaluate architecture through an interdisciplinary approach. Much of our architectural heritage has important links with the local sculptural tradition. A degree of compatibility also needs to be constantly encouraged in the case of new structures constructed in historic urban core areas. St. John's co-Cathedral can be here quoted as an important example where architecture, sculpture and painting are inextricably linked.

Public institutions and non-governmental organisations promote and carry out conservation on historic structures and sites. The range of projects worked on by the Restoration Unit, Works Division in 2005 may be characterised as indicated in the table below.

Fortifications or defence related	9 projects
Governmental Entities and Local Councils	10 projects
Presidential Palaces	5 projects
Ecclesiastical structures	8 projects
Commemorative monuments, statues etc	3 projects

In addition to these projects one should add a number of ongoing conservation and maintenance projects at the following historical monuments:

- St. John's Co-Cathedral, Valletta
- Grand Masters Palace, Valletta
- San Anton Presidential Palace, Attard
- Verdala Presidential Palace, Rabat
- Inquisitor's Palace, Girgenti

2.7

The Geological Heritage



The geology of the Maltese Islands represents 24 million years of sedimentary history. The scientific importance of the Maltese geological record has attracted comparatively little attention from the local public. Yet the subject has long attracted high profile scientific attention. The geological evidence of the Maltese Islands is in fact an important key of interpretation for the entire Mediterranean region.

The geological heritage of the Maltese Islands is consequently composed as much of the actual geological landscape of the Islands, as much as by the heritage of generations of scientific study and amateur collectors.

Malta's geological heritage is legally protected both in terms of its landscape dimension and in terms of movable items and collections.

Article 2 of the Cultural Heritage Act specifically defines "movable and immovable objects of ... palaeontological and geological importance" and "palaeontological or geological sites and deposits, landscapes ... as well as scientific collections" as being an integral part of the "Cultural Heritage".

Similarly the Structure Plan also makes provision for the protection of the geological heritage of the Maltese Islands. The Structure Plan provides protection for geological, geomorphological and palaeontological features through the designation of Rural Conservation Areas and through the designation of Sites of Scientific Interest.

The range of geological features requiring protection, inventory and study are extremely varied and cover different areas of geological and palaeontological research.

The public collections of geological samples on exhibit at Ghar Dalam Museum and the Natural History Museum (Vilhena Palace) are the most extensive and the most comprehensive. Smaller collections and some geological sites are of private ownership. Possibly the most important privately operated heritage site on a geological theme is the Limestone Heritage at Siggiewi.

The study of Maltese geology conventionally falls into two main categories, namely the study of the Tertiary Geological Epochs (Oligocene and Miocene) and the more recent Quaternary Epochs (Pleistocene and Holocene).

Tertiary Heritage

The Tertiary epoch witnessed the formation of the Maltese limestone strata in submerged marine conditions during the Oligocene and Miocene Epochs. This process of sedimentation, followed by a process of folding and faulting constitute the geological genesis of the Maltese Islands. The most important evidence of these distant events is provided by the Maltese landscape with its extensive geological fault structures and differentiated rock strata. This processes resulted in the formation of impressive landmarks such as the Dingli Cliffs which rise to 253m in height or the Great Fault which extends from the North-West to the South-East of Malta. Also of great importance are the ecological data preserved in fossil format within the geological sediments.

Quaternary Heritage

The Quaternary geology of Malta was formed after the Islands emerged above sea level at the end of the Miocene around 5 million years ago. The Quaternary deposits and landscape features were therefore formed as a result of water erosion of a dry land mass, during the last 2 million years. This epoch is therefore associated with important erosional features such as caves and valley systems and dry land fossil remains. These fossil remains, such as the ones found in Ghar Dalam, are of great scientific importance due to their relevance to the study of biological diversity and evolutionary processes in these epochs.

2.8

Underwater Cultural Heritage



Archaeology at Sea: main characteristics

The Harbour Beds – The great majority of Malta's marine archaeology is actually located within the Islands' enclosed harbour waters, rather than in the open seas. Over the centuries, large quantities of archaeological materials have been trapped, often in high densities, in the heavy silting that occurs over the beds of enclosed harbours. The combined action of shipwreck, dumping off anchored ships and off the mainland has resulted in considerable archaeological material becoming embedded in the harbour bed silts.

It is characteristic of archaeological materials recovered from harbour beds to emerge in a good state of conservation, due to the undisturbed conditions existing in such situations. Indeed, it is not unusual for complete ceramic pots to be recovered off harbour beds - unlike the generally fragmented remains usually encountered on dry land conditions.

Although of primary scientific value, archaeological sites in harbour conditions are however most inappropriate locations for cultural or tourist sightseeing. Harbour waters are characteristically very murky and frequently highly polluted. Diving operations in these enclosed waters also have to take account of the dangers posed by the constant passage of sea craft. The busier industrial ports of Marsaxlokk and the Grand Harbour clearly present the greater dangers.

Harbour spaces are limited resources that are being constantly contended for by an aggressive range of competitive users - heavy industrial concerns, fishing, and amenity services such as yacht marinas. All these activities involve a heavy disturbance of the seabed deposits and of the littoral conditions through such subsidiary activities as dredging, anchorage and land reclamation for the creation of berthing facilities. The loss of archaeological material to this type of activity must be considerable, but it passes largely unnoticed.

The number of archaeological sites located in open sea conditions is considerably less than those found in harbours. The constant erosive action of the open sea and the great spaces over which ancient wrecks might be located mean that archaeological sites are actually rather sparse on the sea bed and may be badly conserved.

On the other hand, diving in open sea conditions to visit submerged sites, even if only a few meters off the shoreline, is both feasible and highly rewarding. The damage, dangers and pollution encountered within enclosed harbours are practically inexistent along the open shoreline. The only exception to this rule consists in the industrial activities of off-shore fish farms. Archaeological sites in shallow, open waters are in fact so accessible and visible, that they are constantly targeted by sport divers and stripped of any portable antiquities. A large number of wreck sites and ancient anchorage have been entirely wiped out in this way, without any official record having ever been taken. Furthermore the ability of sport divers to access ever deeper waters is resulting in the progressive degradation of deep water sites which were up to now protected by their very remoteness.

Issues and Stakeholders

The need to develop a comprehensive inventory of underwater sites and other cultural assets is a high priority. The inventory of these submerged assets must include classes of sites which have hitherto received scarce academic attention, such as underwater geological features and 20th Century wreck sites. The inventory of sites will become an essential tool in protecting these sites. The inventory will allow better policing of known sites, and provide the authorities with the data to plan appropriate protective measures.

Another high priority is the need to develop a standing public research programme on marine cultural assets. Without such a program Malta's ability to manage its cultural resources at sea will remain a purely reactive one. It is essential that the necessary human and logistic capability is built-up to transform current practices into a forward planned program of research, resource monitoring, and management.

Such a program and the associated capability build-up must take a multi-disciplinary and inter-departmental approach. The public stakeholders who directly or indirectly share the responsibility of marine cultural heritage at sea, both with respect to regulation and enforcement, include the following entities and departments:

Superintendence of Cultural Heritage
Malta Environmental and Planning Authority
Maritime Authority
Armed Forces of Malta – Maritime Squadron
Malta Police
Department of Fisheries
Malta Tourism Authority
Department of Health (St. Luke's General Hospital) – Hyperbaric Unit

Furthermore, a successful public program of heritage management at sea would equally be of benefit and of importance for the private, volunteer and sport sector. Indeed any initiative by public stakeholders for the care and management of the marine cultural resources, must try to achieve as broad a base of public consensus and support as possible to ensure both its long term success and effectiveness.

It is important to recognise the fact that the local diving community, fishermen, boating enthusiasts and marine commercial entities are important agents that have an impact on the care and appreciation of Malta's marine cultural landscapes and assets. Communication and outreach initiatives are needed to integrate these stakeholders into the vision and objectives of the public management program. Equally important is the need to provide private and volunteer operators with necessary information, and venues for discussion and problem solving associated with their daily dealings with the marine environment.

2.9

Military Heritage



Malta's long history of involvement in the military events of the Mediterranean has resulted in the creation of a large body of historical and cultural heritage on the Islands. Most of this heritage consists of architectural creations, mainly for defensive purposes. Other forms of military heritage may however be found within museum collections, archives and even in archaeological contexts both on land and at sea.

Most impressive of Malta's military heritage are the harbour defences, centred on the Renaissance and Baroque fortifications of Valletta and of the Three Cities. Yet the list of military and defence architectural heritage is far more extensive than those elements contained in the Grand Harbour region.

Malta still possesses important traces of its Medieval defences, especially in the towns of Mdina, Birgu (Fort St. Angelo) and the Cittadella (Rabat, Gozo). The Hospitaller period fortifications are particularly vast, including town defences, harbour and coastal defences, as well as inland lines of defence. Further important additions to the system of defences were added in the British colonial period. These included the 20th Century defences and military infrastructure erected in response to the international situation developing between the First and the Second World Wars. Military architectural heritage may be quantified as follows:

Medieval Fortifications

Mdina, Fort St. Angelo and the Cittadella

Hospitaller Fortifications

- Valletta Harbour defences including 25 kms of bastions & ramparts, three fortified urban centres, four forts and three concentric lines of fortifications
- Three additional fortified foci namely Mdina, the Cittadella (Rabat, Gozoz) and Fort Chambrai (Gozo)
- 22 gateways
- 51 towers & coastal batteries
- 10 Sets of coastal entrenchment walls, involving around 4 km of defences

British Fortifications

- The Victoria Lines that include 12 km of infantry walls
- 31 British Forts & Batteries
- Over 100 concrete pillboxes, field defences and other WWII emplacements (to be fully identified and catalogued)

The overall state of the military architectural heritage is one that is characterized by a widespread state of abandonment, misuse, and an accelerating deterioration of the architectural fabric.

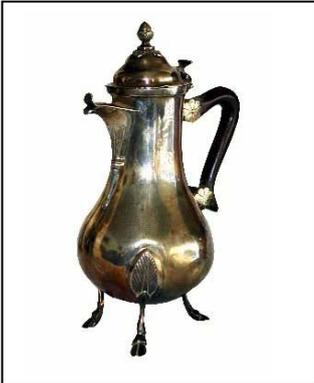
The absence of dedicated mechanisms and adequate resources, compounded by the sheer scale, magnitude, and diversity, of the military architectural heritage, has to date prevented the formulation and implementation of an ongoing conservation programme of restoration and rehabilitation of historic fortifications.

A programme for the conservation of the fortifications now needs to be designed to deal with both short-term and long term issues, mainly the:

- the creation of a basic infrastructure and resource base necessary to implement and co-ordinate the restoration effort and undertake regular maintenance and repair
- the implementation of a series of 'rescue interventions' aimed at repairing neglected and badly decayed areas of fortifications, particularly those considered to constitute a source of danger
- the design and implementation of Conservation Projects aimed at the restoration, rehabilitation, and interpretation of specific forts and systems of fortification chosen for their important historical, architectural, cultural and economic potential
- the creation of an interpretational and educational programme aimed at increasing public awareness of the value and importance of the defence and military heritage

2.10

The Movable Cultural Heritage



Movable heritage includes works of art and cultural heritage artefacts owned by the state and the individual citizen. Some of these artefacts are grouped or form part of collections entrusted to state agencies and non-governmental organisations or else privately owned.

Standards

Standards regulating the protection and accessibility of our movable heritage include international conventions, charters and standards that have been signed, ratified or adopted by different states or by particular institutions. Many Maltese museums follow these international benchmarks. However, compliance with internationally recognised standards remains uneven. One way to address the situation would be by creating a registration scheme for museums which will provide the sector with effective benchmarking through which to increase professionalism in the sector. The implementation of an effective registration scheme in Malta will positively ensure that museums, whether public or private, meet approved standards in certain key areas of museum management, collection care and public services. It will effectively promote an acquisitions policy through which potential donors of objects to a registered museum are confident that the museum of their choice is a suitable repository. Such a system would be in line with current Museum Registration Schemes that have been successfully implemented world wide. The aims of this system are threefold:

- To encourage museums to achieve an agreed minimum standard in museum management, collection care and public services
- To foster confidence in museums as repositories of our common heritage and as managers of public resources
- To provide a shared ethical basis for all bodies involved in the preservation of the heritage that meets the definition of a 'museum' as outlined in the Cultural Heritage Act 2002.

The local situation requires specific measures that have to take into account the differences in budget, structure and work practices applicable for all museums. It might therefore be feasible to introduce such a scheme in stages over a set period of time with commitment for improvement being taken as a positive approach if the required standards are not being met.

Export and Movement from National Territory

The issue of movement and export from national territory for the purpose of exhibition, restoration and study has been positively tackled during the past two years. Policy guidelines have been established by the Superintendence of Cultural Heritage and have been formulated on the following principles.

- The potential risks inherent in the movement of cultural heritage items have to be adequately assessed in order to minimize the potential damage or loss.
- An overriding consideration for the granting or refusal of a temporary export or movement permit is the state of conservation of the chosen artefact. In the case of export or movement of works of exceptional cultural heritage value, a clear definition of an appropriate scientific context is mandatory.
- The temporary export or movement of cultural heritage artefacts is permissible by law in situations where the potential benefits for the research and presentation of Malta's cultural heritage are clear and within reach. In the case of export, the waiving off of duty fees has to account for this potential benefit and its gain to the cultural heritage sector itself.
- The movement of artefacts from one location to another has to be as clear and transparent as possible. Records have to enable clear audit trails that can account for the location and state of conservation of the artefact or artefacts.

Standing procedures will in the near future also have to take account of scientific methods of analysis such as risk factor assessments. Current discussions at European Level are indicative of the possible implementation of common European standards in this area. This discussion is starting off with the document entitled 'General Principles on the Administration of Loans and Exchange of Works of Art between Institutions' defined in 1992 by an international group of organisers of large scale exhibitions. Malta's participation in the formulation of European standards should ensure a positive participation that will promote the local situation and its requirements on a European level.

As from 1st May 2004, Malta as a European Union member forms part of a single common market that promotes free movement of goods and services. Export from the European Union is regulated by Council Regulation 3911/92. Member states nonetheless have the authority to regulate movement of cultural property from national territory to that of other member states under Article 30 of the treaty of the Union. EEC Directive 93/7/EEC empowers member states to retrieve cultural objects unlawfully removed from the national territory of a member states through the institution of legal proceedings in the courts of the hosting member state.

Malta has so far given effect to the provisions of Directive 93/7/EEC through L.N. 246/03. Following a number of issues raised by the respective EU directorate, the Superintendence drafted and subsequently published a new legal notice amending LN 246/03. This new legal notice implemented a number of legal requirements spelt out in EU Directive 93/7/EEC that had not yet been endorsed into national

legislation. The legal notice was published in Maltese national law during the month of February as LN 46/05.

The proposed national legal framework still requires ratification of the UNIDROIT Convention on Stolen or Illegally Exported Cultural Objects (Rome, 24 June 1995). The Superintendence has initiated the final proceedings to sign and ratify this convention as indicated under article 50 (1) of the Cultural Heritage Act 2002.

Following a proposal by the Superintendence of Cultural Heritage, Article 41 of the Cultural Heritage Act 2002 has been amended to also cover movement of cultural property from national territory. In this manner, movement can now also be clearly regulated through national legislation. The amendment was published in July 2005.

Moreover, it is being recommended that a more effective package of legal regulatory tools should in the future include the signature and ratification by Malta of four other UNESCO conventions. These are the following:

- Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property, (1970)
- Convention for the Protection of Cultural Property in the Event of Armed Conflict. (The Hague, 1954)
- 1st protocol to the Convention for the Protection of Cultural Property in the Event of Armed Conflict, (the Hague, 1954)
- 2nd protocol to the Convention for the Protection of Cultural Property in the Event of Armed Conflict, the Hague, 1954

At European level it is being constantly pointed out that co-operation between customs administrations, cultural heritage operators and national police is of vital importance on both national, European and international level. Close co-operation and information exchange between the various authorities of the member states are crucial to the implementation of effective control measures. Malta still lacks such a national framework although co-operation between the national institutions involved does exist. The resources allocated to the Superintendence of Cultural Heritage to address this obligation are however far from satisfactory.

2.11

The Intangible Cultural Heritage



Cultural Heritage is made up of a number of components including tangible or monumental heritage, as well as intangible heritage. While harder to define, Intangible Cultural Heritage involves many different aspects of life. These aspects form part of culture and the particular way of life of different societies.

Intangible cultural heritage involves different local practices, customs and beliefs and is often expressed in, and through, language, social, political and economic activities, and via the symbolic representations and activities of different groups and communities. Local knowledge and skills are often transmitted from generation to generation, and they could also be (re)created by communities and groups in response to their environment and their interaction with nature.

Furthermore, heritage implies a historic dimension whereby people often legitimize and interpret their existence via their connection and appropriation of time and place. Intangible heritage provides people with a sense of identity and continuity, and its safeguarding promotes, sustains, and develops cultural diversity, human creativity while contributing to people's sense of belonging.

Intangible heritage is an important sector of our cultural heritage. The Superintendence of Cultural Heritage has focussed on a number of traditional areas including the following:

- A comprehensive business plan adopted by the Crafts Council for 2003 has outlined various levels of outreach at both national and international level.
- Alongside this process at institutional level, a number of Local Councils, entities and private individuals have been involved in this process of outreach.

Intangible heritage broadly encapsulates every aspect of human social life including family histories, memories, political events, economic activity, religious practices, everyday life and performance, oral history, community activities, collective representations, local identity, and local attitudes towards cultural heritage in general. The following are a few examples of Maltese intangible heritage:

- Cultural expressions such as Maltese traditional song (għana) as well as traditional Maltese dance are finding their roots again thanks to initiatives being taken at Local Council level. Other sectors of Malta's intangible heritage where music takes centre stage are to be found in musical archives, band clubs, and festivals (from Jazz to Maltese folk music). A few music groups as well as individual researchers and performers are trying to revive traditional folk music and instruments and so on and so forth.

- The performing arts, together with other social practices, rituals and events that include village carnivals, are a clear indication that intangible heritage is varied, creative and of interest to many. Alongside the performing arts we need to give careful consideration to national and local theatre, street performances, processions and mass manifestations etc.
- Religious activities are extremely popular on the Maltese Islands and often involve a religious and a secular component. These include the Parish festi, the majority of which are held in summer to celebrate the titular saint, as well as activities on the liturgical calendar such as Christmas, Easter and Holy Week celebrations. Numerous activities are organised around these events that are as diverse as crib making, processions, and religious self-sacrifice, as well as events such as the bonfires lit to celebrate the feast of St. John the Baptist (24th June).
- Everyday life and popular customs also form part of a society's intangible heritage and it can take on different flavours, from family recipes, family traditions and customs, legends, myths, folklore, family histories and so on. The notions of myths, legends and traditions can be extended into the areas of agricultural traditions and trade related lore and superstitions that include expressions dealing with the weather for instance, and popular ways of forecasting.

While it is interesting to look at the different categories, several activities are often linked to each other. One example would be the traditional foods produced and consumed on certain feast days and celebrations, for example, the *prinjolata* for carnival, and *figolli* for Easter.

A number of national and private entities are directly concerned with Maltese Intangible Heritage. Some examples include the following:

- The Superintendence of Cultural Heritage
- Heritage Malta, particularly through its curatorial role of the Ethnographic Collection
- The National Archives
- The Cathedral Museum
- The Manoel Theatre
- St James Cavalier Centre for Arts and Creativity
- Several small private museums that offer interesting exhibitions that throw light on life and intangible heritage in the recent past and present.
- FUKLAR, an NGO set up to promote research and education on Maltese cuisine, food production and consumption practices.
- Research activities such as the various projects under the Euromed Heritage programme.

3

The Management of Malta's Cultural Heritage

3.1

Legal Framework



Malta's cultural heritage sector is governed by a series of legal instruments. The most recent development has been the enactment of the Cultural Heritage Act in 2002. However, the protection and conservation of Malta's cultural heritage has a long history. Over a span of just under a century, a number of legal instruments were enacted at different stages. Often these developments were very isolated in time. As a result, legislation often became isolated from contemporary developments in other socio-economic sectors.

1910 Preservation of Antiquities Ordinance

1925 The Antiquities Protection Act

1991 Environment Act

1992 Planning Development Act

2002 The Cultural Heritage Act

It was during the first three decades of the 20th Century, that the first legal framework for heritage evolved. This period was paralleled by the pioneering work of Sir Temi Zammit in the field of cultural heritage. Innovation, discoveries and the establishment of displays are accompanied by the creation of an institutional framework. Foremost among these was the establishment of the Museums Department as the entity that collected, managed and displayed items of cultural heritage.

In 1910, a Preservation of Antiquities Ordinance was enacted. The Ordinance provided a simple framework for the protection of antiquities. It was inspired in the main part by the Italian legislation, which had just been freshly enacted in 1909. Following amendments and improvements in 1922 and 1923, a final Antiquities Protection Act was enacted in 1925. The 1925 Act provided for the establishment of an Antiquities Committee which, before being disbanded in 1992, assessed and advised government on the protection of heritage assets.

It was only after 66 years had passed that two new legal instruments, having bearing on heritage issues, were enacted. The first of these acts was the Environment Act of 1991. This law served to focus on environment protection, with provisions for the safeguarding of cultural heritage. The Act was not designed to replace the Antiquities Protection Act (1925).

The Planning Development Act (1992) was then enacted to regulate and establish modern planning procedures. The act established a central Planning Authority (transformed into the Malta Environment and Planning Authority in 2002). This important act established critical principles of scheduling and grading of historic buildings. The act also introduced the concepts of urban conservation areas and protective zoning.

Malta now has a composite framework of institutions and legal instruments that in varying ways govern the protection and conservation of the cultural heritage. No single legal instrument has sole jurisdiction over heritage issues. Legal action in heritage protection matters can be initiated under any active law.

3.2

Organisations And Operators



The Cultural Heritage Act 2002 has radically changed Government's philosophy and strategy for the management of the cultural heritage sector in Malta. The Cultural Heritage Act was designed to replace the Antiquities (Protection) Act of 1925, which it formally superseded in January of 2003.

Key changes introduced by the Cultural Heritage Act include:

The creation of an autonomous regulator for Malta's cultural heritage sector.

The introduction of a 'level playing field' philosophy for all operators in Malta's cultural heritage sector, be they publicly or privately owned.

Provisions for major administrative and operational changes in the public cultural heritage sector of Malta.

Government commitment for the reform of the cultural heritage sector gained momentum in 2003 with the replacement of the former Museums Department with a number of new autonomous public entities.

Furthermore, the need for change has gone beyond the sphere of the public sector and must affect operations within the private and non-governmental sectors.

The main entities and organisations involved in the management, study and protection of Malta's cultural heritage management are the following:

Ministry responsible for Culture

The role of the Minister responsible for Culture is more fully and more precisely defined by the Cultural Heritage Act than in the earlier legal set up. This new role now includes various measures aimed at overseeing the smooth interfacing of the various entities falling within his portfolio. The Cultural Heritage Act also introduced key innovations in the way in which the Ministry and the general public can interface on matters relating to the Cultural Heritage sector. In particular the Ministry is now responsible for the preparation and implementation of:

The National Strategy for the Cultural Heritage

Art.12 of the Cultural Heritage Act requires the Minister to prepare a policy document outlining a National Strategy for Cultural Heritage. This document is meant to provide a general framework for the performance of the various entities operating within the Cultural Heritage sector. It should also provide clear national objectives for the cultural heritage sector. This document is to be reviewed as often as may be necessary, and in any case not less than once every five years.

The National Forum

The Forum is to be convened by the Minister once a year, for the specific purpose of discussing the state of cultural heritage. The President of the Forum is to be nominated by the Minister. The proceedings of the Forum are to be published and communicated to the Minister and to the Committee of Guarantee.

The Superintendence of Cultural Heritage (Ministry for Tourism and Culture)

The Superintendence of Cultural Heritage has been established by virtue of Article 7 of the Cultural Heritage Act, with the mission of ensuring the protection and accessibility of cultural heritage, as defined by the Act. The Superintendence started operating in January of 2003. The main functions of the Superintendence are outlined in Articles 7 and 40 to 48 of the Cultural Heritage Act. These include:

- The setting-up and management of a national inventory of cultural property. This is a core function to the entire legal and operational remit of the Superintendence. The inventory of cultural property is an essential tool both for the assessment and for the surveillance of the Malta's cultural heritage patrimony. It is also an essential tool for the promotion of scientific research and public appreciation of that same patrimony.
- The exercise of surveillance on behalf of the State over the protection, conservation, restoration, maintenance, exhibition and accessibility of cultural property;
- The promotion of research in the field of cultural heritage;
- The regulation of archaeological excavation and other interventions on cultural property;
- The development, promotion and implementation of best policies, standards and practices in the cultural heritage sector.
- The exercise of the Right of Preference on behalf of the State;
- The regulation of the export and re-export of cultural heritage property;
- The need to collaborate with the Malta Environment and Planning Authority to ensure the protection of cultural property. The legal mechanisms in this area including the Superintendent's power to make

recommendations to MEPA for the Scheduling of cultural property as defined in the Development Planning Act.

- To enter into a Guardianship contract, whereby the custody and administration of immovable cultural property is passed on to a Local Council or to a Non-Governmental Organisation in order to ensure the improved preservation and public access to the said immovable property.

Religious Cultural Heritage Commissions (Ministry for Tourism and Culture)

Article 52 of the Heritage Act makes provision for the creation by religious denominations of autonomous superintendence authorities to be governed by a religious heritage commission. Such commissions are to be appointed for a duration of two years by the competent religious authority. Each commission shall include one expert to be appointed after consultation with the Minister responsible for culture.

Once constituted, Religious Heritage Commissions have the same powers and responsibilities as of the Superintendent of Cultural Heritage. Should religious denominations opt not to create such a Commission, the regulation and protection of the heritage under their care will be vested in the Superintendent of Cultural Heritage.

In 2003 the Catholic Church appointed the Catholic Cultural Heritage Commission. Ongoing discussion between the Catholic Cultural Heritage Commission and the Superintendence of Cultural Heritage should form the basis of an interfacing mechanism, which has as yet not been created. As from December 2001, the Maltese Diocese has been undertaking a systematic compilation of inventories of its cultural heritage in churches and other related institutions. A number of parish and filial churches, confraternities and collections have so far been included in inventories.

Heritage Malta (Ministry for Tourism and Culture)

Heritage Malta has been established in January 2003 by virtue of Article 8 and 9 of the Cultural Heritage Act. The Act establishes the mission of ensuring that those elements entrusted to it are protected and made accessible to the public as defined in the Heritage Act. Heritage Malta took over the principal operational functions that were previously carried out by Museums Department. This includes responsibility for the care and management of various state-owned heritage sites and museums.

The functions of Heritage Malta as defined by the Cultural Heritage Act include the duty to:

- Ensure that cultural property entrusted or acquired by Heritage Malta, including museums, collections, sites and buildings, are conserved, restored, managed, operated, marketed, studied and presented for exhibition in the best way possible;

- Perform or commission, under the surveillance of the Superintendent, the restoration or conservation of cultural property owned or held or administered by them;
- Promote public knowledge, education, appreciation and enjoyment of cultural heritage.

During the past year, the Malta Centre for Restoration has been amalgamated with Heritage Malta. This amalgamation reflects the Government's policy of rationalizing resources, and of bringing closer those entities which are required to work together for the preservation and promotion of cultural heritage. On the 24th of November 2004 it was announced that the Malta Centre for Restoration was to be integrated with Heritage Malta. Several meetings between the Ministry for Tourism and Culture and Heritage Malta were held, during which it was assured that the integration of the two entities would be as efficient and as effective as possible. The integration came into effect in March 2005, by which Heritage Malta became responsible for the management of the Centre.

The Committee of Guarantee (Ministry for Tourism and Culture)

The Committee of Guarantee has been set up by virtue of Article 14 of the Cultural Heritage Act. The Committee of Guarantee has the important role of providing a focal point for the various agencies working directly or indirectly in the cultural heritage sector.

For this reason, the membership of the Committee is composed of the key persons in the relevant organisations, and is formed as follows:

- a Chairperson appointed by the Minister responsible for Culture;
- a person appointed by the Minister responsible for tourism;
- a person appointed by the Minister responsible for the environment;
- a person appointed by the Minister responsible for Gozo;
- the Superintendent ex officio;
- the Chairperson of the Agency ex officio;
- the Chairperson of the Centre ex officio;
- the Chairperson of the Planning Authority ex officio;
- a member of the Catholic Cultural Heritage.

The functions of the Committee include the duty to:

- Co-ordinate the Entities established under the Heritage Act, namely the Superintendence, Heritage Malta, as well as other agencies with direct or

indirect responsibility for the protection and management of the cultural heritage sector;

- Advise Government on the National Strategy for Cultural Heritage and subsequently oversee its implementation;
- Draw the attention of government on any organisation on any urgent action that may be required in the field of cultural heritage;
- Maintain ongoing consultation processes with non-governmental organisations and persons working in the field of cultural heritage;

According to Article 15 of the Heritage Act, the Committee is also responsible for the administration of the Cultural Heritage Fund, which is to be set up for the purpose of funding research, conservation or restoration in the cultural heritage sector.

Fondazzjoni Patrimonju Malti (Ministry for Tourism and Culture)

Fondazzjoni Patrimonju Malti was formed in 1992 by a group of private enthusiasts on Maltese cultural heritage with the backing of Government. Patrimonju is currently within the portfolio of the Minister responsible for culture. The aim of Fondazzjoni Patrimonju Malti is to spread awareness of the islands' cultural heritage, through exhibitions, study, research and publications. These cultural products are designed in a manner to be enjoyed both by Maltese and by foreign visitors.

Malta Environment and Planning Authority (Ministry for Rural Affairs and the Environment)

The Planning Authority was originally set up by virtue of the Development Planning Act of 1991. In 2002 the Authority's portfolio was enlarged to include the administration of the former Environment Division. The functions of the Authority include:

- The promotion of proper planning and sustainable development on land and at sea, both public and private
- The control of such development in accordance with approved development plans and planning policies
- The execution of a national mapping program and the updating of the national geographical database
- MEPA executes its functions in the cultural heritage sector through a number of policies and programmes as laid out in the Structure Plan for the Maltese Islands.

These policies contemplate the protection and conservation of the Built Heritage, through:

- the creation of Urban Conservation Areas, defined as 'areas of special architectural or historical interest, the character and appearance of which it is desirable to preserve or enhance'.
- the listing of buildings of architectural and historical interest on a National Protective Inventory
- the scheduling of such buildings at an appropriate level for their protection
- the application of Conservation Policies for the protection of buildings, streetscapes etc in UCAs
- the regulation of conversion on buildings of architectural or historical interest
- the regulation of traffic and telecommunications equipment in UCAs
- the promotion of public awareness on conservation

Structure Plan policies also contemplate the protection and conservation of Archaeology, through:

- the identification and designation of Areas and Sites of Archaeological Importance
- the scheduling of such areas and sites at an appropriate level for their protection
- the regulation of applications for planning permission for development affecting ancient monuments and important archaeological areas and sites. Depending on the circumstances, such applications will normally be refused, or provision will be made for adequate archaeological documentation
- the adoption and extension of the National Protective Inventory by initiating a programme of further investigation for ratings of archaeological areas and sites

Other Structure Plan policies are intended to protect and conserve Rural areas, Areas of Scenic Value, Ecology, Sandy Beaches and Dune Areas, Valleys, Marine Conservation Areas, Coastal Zones,

The Restoration Unit, Works Division (Ministry for Resources and Infrastructure)

The Restoration Unit operates within the Works Division, and falls within the portfolio of the Ministry for Resources and Infrastructure. The Unit operates entirely in the field of architectural conservation, tackling specific projects related to the conservation and restoration of historic buildings and monuments. The Unit also includes an important Fortifications Conservation Programme aimed at the specific problems of Malta's vast military and defence architecture.

In 2005 the Restoration Unit undertook various different projects involving architectural restoration, documentation, research, maintenance, as well as works aimed at improving the working conditions of historic structures. The range of projects worked on by the Restoration Unit in 2005 include fortifications or defence related structures, ecclesiastical structures, monuments and statues. Most of these projects were carried out by the pool of skilled workers of the Restoration Unit.

The Rehabilitation Committees, Works Division (Ministry for Resources and Infrastructure)

Works Division also incorporates within its structures three Rehabilitation Committees that operate entirely in the fortified urban centres of Valletta, Cottonera and Mdina. The committees have broad functions related to the embellishment of urban centres, the upgrading of standards of living within the same centres and the conservation or restoration of specific architectural monuments.

The Valletta Rehabilitation Project is responsible for Valletta and Floriana. It has been functioning since 1987 and has performed projects in major buildings. Some of the projects have had foreign participation and support. Major environment improvement projects include the upgrading of gardens and pedestrian areas, and floodlighting of the impressive fortifications.

The Mdina Rehabilitation Project has been responsible for the rehabilitation of the old capital of Malta since 1998. In its fifth year the Project has continued with the paving of Mdina's streets and with the upgrading of other areas.

The Cottonera Rehabilitation Project is responsible for Birgu, Bormla, Isla and Kalkara. It was started in 1992 and has been responsible for major projects in all areas including fortifications, buildings and pedestrian areas.

Local Government (Ministry for Justice and Home Affairs)

Local Government was established and is regulated by means of the Local Councils Act of 1993. The principle of Local Government has been entrenched into the Constitution of Malta by virtue of Act No. XIII of 2001. Currently 68 Local Councils are in existence, of which 54 are in Malta and 14 in Gozo.

Local Councils have become a critical factor in the effective maintenance and upkeep of urban and rural localities. They are therefore influential players in the upkeep of historic neighbourhoods, cultural landscapes as well as of local monuments. Furthermore Local Councils often prove to be sensitive partners in issues directly effecting the conservation of local cultural heritage assets. Such assets are in fact often a source of local pride and of local identity building, and may become highly prized landmarks in the locality's landscape.

Yet the Local Councils Act does not clearly establish the status of these entities as “cultural operators” in their own right. A number of measures introduced in the Cultural Heritage Act of 2002 started addressing this legal lacuna. In particular Article 49 of the Heritage Act empowers Local Councils to enter into Guardianship Deeds with the Superintendence of Cultural Heritage for the care and management of items of immovable cultural property. Article 16 of the Heritage Act also identifies Local Councils as one of the principal participants within the National Forum for Cultural Heritage. This is a means of formally recognising the importance of Local Councils as an operator in the cultural heritage sector.

The University of Malta (Ministry of Education, Youth and Employment)

The University of Malta is the principal provider of educational services at tertiary level. University offers a variety of courses which have a direct and indirect effect on the cultural heritage sector. These include the following Faculties and Institutes:

Faculties:

Architecture and Civil Engineering / Arts / Economics, Management and Accountancy / Education / Science / Theology

Interdisciplinary Institutes:

Anglo-Italian Studies / Baroque Studies / Masonry and Construction Research / Mediterranean Institute / Foundation for International Studies

Assessment of the full impact of the University of Malta on the cultural heritage sector has not been carried out. It is important that this contribution be properly assessed, particularly in view of its impact on the employment levels of new graduates in the heritage sectors and on the level of their professional preparation.

Non-Governmental Organisations

A wide variety of Non-Governmental Organisations have a significant, but as yet unquantified, impact on the cultural heritage sectors. A number of these NGOs are specifically constituted to cover aspects of the cultural heritage sector. Some of these NGOs have come to take over in trust a number of important cultural heritage sites, fortified structures, ecclesiastical sites and archaeological monuments. These NGO's are responsible for funding and organising conservation and maintenance works at the sites entrusted to them, as well as for providing educational and public awareness activities.

A large number of such NGOs are however only peripherally involved in heritage issues. This notwithstanding, even small NGOs may be custodians in their own right of significant archives, collections or historical structures.

The introduction of the Cultural Heritage Act has provided NGOs with formal recognition as cultural operators in their own right. As for Local Councils, the Heritage Act introduces provisions empowering Local Councils to enter into Guardianship agreements with the Superintendence and to be represented on the National Forum for the Cultural Heritage.

There is a growing need to improve the level of networking between NGOs, public entities and local government. To this end, a register should be developed of those NGOs involved in Cultural Heritage sectors.

3.3

Reforming the Cultural Heritage Sector



During the last fifteen years, a number of important developments have influenced changes in the governance of Malta's Cultural Heritage sector. Today, no single institution has sole responsibility over the entire repertoire of cultural heritage. While some diffusion still persists, the general trend has been towards the creation of improved institutions and mechanisms. More focused organizations can direct their energies towards specific tasks of either a regulatory or an operational nature.

A broad framework of government organisations now covers such vital aspects as planning and the protection of the cultural and natural heritage, the surveillance and superintendence of activities taking place, restoration and conservation as well as the operation of sites, monuments buildings, museums and collections. In addition a number of NGOs are actively pursuing conservation and presentation projects at various sites, most of which are of a military nature.

Date	Document / Initiative	Source	Organisational Structure proposed
1995	Operational Review of the Museums Department	Ministry for Justice & the Arts MSU	Museums Department to be restructured; public program and Finance & Administration functions in preparation of eventual migration into a Government Agency.
1995 - 1996	Change Management Team Status Reports	Ministry for Justice & the Arts MSU	Heritage Agency to take over operations of Museums Department.
1996	Heritage Bill (First Reading September 1996)	Ministry for Justice & the Arts	A Government Agency, Heritage Malta, to replace the Museums Department and superintend Malta's cultural heritage. A Heritage Committee to be set up as the formal interface between Heritage Malta and the PA to grant permits and make recommendations for the inclusion of cultural heritage in the PA's list of scheduled properties.
1997	Strategic Review of the Museums Department	Ministry for Education MEU	Assessment of situation following change of government. Identified critical functions in Museums

			Department which needed immediate re-engineering. Reiterated view that Department should migrate to an agency.
1997	Human Resources Audit	Ministry for Education MEU	Assessment of Change Programmes to date and proposals for improvement within parameters of new Government policy.
1998	Policy Direction for new reform process	Ministry of Education	Assessment of situation following change of government. Resumption of reform process & consultation.
1999	Heritage Seminar	Ministry of Education	Proposal to divide heritage functions into Regulatory - Centralized functions and Operational - Decentralized functions.
1999	Cultural Heritage Committee	Ministry of Education	Drafting of new draft legislation.
2000-2002	Cultural Heritage Act 2002	Ministry of Education	Final drafting process of the Cultural Heritage Act.
2002	Cultural Heritage Act 2002	Ministry of Education	Enactment of the Cultural Heritage Act 2002.
2003	New Entities	Ministry of Education	Setting up of the Superintendence of Cultural Heritage and of Heritage Malta in replacement of Museums Department.

These organizations use a broad consultative process to address specific issues. Broader strategic issues related to cultural heritage are however dealt with through planning documents and planning policy instruments, strategic plans for tourism and specific financial and business plans for the individual organizations established by the Cultural Heritage Act, or those adopted by individual NGOs.

The development of a national strategy for cultural heritage was addressed in the National Forum of 2004. During the past year the national strategy started being drafted. The Ministry responsible for Cultural Heritage as well as the Committee of Guarantee are both committed in the development and management of a National Heritage Strategy that will create a clear policy by which heritage issues can be addressed.

The enactment in 2002 of the Cultural Heritage Act launched a number of important reforms. The Cultural Heritage Act 2002 was in fact a milestone in a series of developments that spanned almost seven years:

The Culture Heritage Act 2002 established a number of autonomous organizations. The creation of these entities followed very closely the consultative process that was undertaken between 1998 and 2002, that is, the period during which the stakeholders within the cultural heritage sector and the drafting of the new heritage act took place. Broadly speaking, these organizations fall into two main categories – a regulator, or superintendent, and operators. The Act however has additional provisions that enable non-government organizations to play a more active role in the management of the cultural heritage sector.

Organizations established by the Cultural Heritage Act 2002:

The Committee of Guarantee

The Superintendence of Cultural Heritage

Heritage Malta (now also incorporating The Malta Centre for Restoration)

The Act establishes a number of other operational possibilities. Article 48 introduces the concept of Guardianship, whereby NGOs or Local Councils can become operators of certain sites and monuments. Article 15 establishes a special fund which is to be managed by the Committee of Guarantee for the specific purposes of research and conservation.

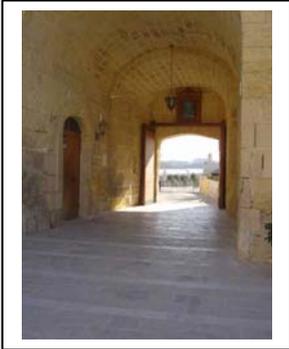
The above stages are mere milestones in the establishment of legal and operations structures. The special provisions of the Cultural Heritage Act must be allowed to unfold in order that the full potential of the reform process would be reached. Various provisions of the Acts still need to be put into full force in order that the fullest possible value of the Cultural Heritage Act can be achieved.

4

Social Economic Aspects

4.1

Investment and Costs



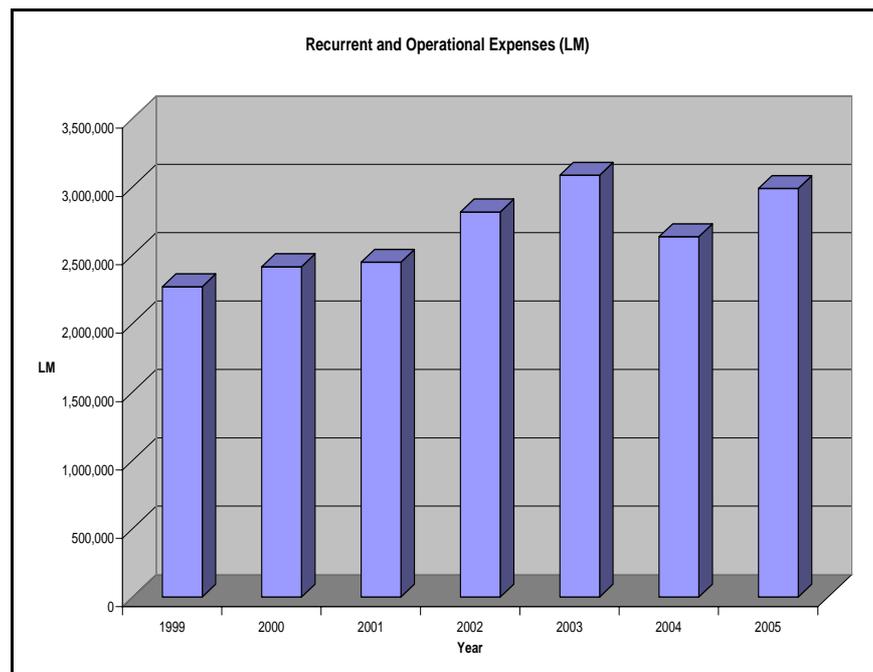
Assessing the full impact of the cultural heritage sector on Malta's economy is a priority issue.

No comprehensive study exists to assess the sector's total economic turnover, its effect on employment levels or its full financial cost. Even more elusive is the Sector's economic impact on such areas as social inclusion, education, improvement to living and working conditions and environmental conservation.

One well-documented aspect of the cultural sector's economic aspect may be gleaned from the figures published annually by government in the Financial Estimates.

These publications include detailed accounts of government's entire yearly expenditure and revenues. Therefore figures published in the Estimates provide a clear idea of how much government spends and earns on a yearly basis in the cultural heritage sector.

The expenditure figures reported in the Estimates are identified under two principal headings: Recurrent Votes (which includes salaries, rent, services, maintenance) and Capital (which include expenditure on construction and major infrastructural changes).



Source: Financial Estimates

ESTIMATES OF RECURRENT AND OPERATIONAL EXPENDITURE (in Malta Liri)

Entity	2000	2001	2002	2003	2004	2005
Office of the President – improvements to Presidential Palaces	3,000	3,000	15,000	20,000	7,000	25,000
Museums Department	1,118,000	1,170,000	1,320,000	Nil	Nil	Nil
Superintendence of Cultural Heritage	Nil	Nil	Nil	Nil	145,000	130,000
Heritage Malta	Nil	Nil	Nil	1,342,000	850,000	1,150,000
Committee of Guarantee	Nil	Nil	Nil	Nil	14,501	15,000
Malta Centre for Restoration	50,000	150,000	340,000	500,000	470,000	500,000
Department for Culture & the Arts	842,000	723,000	662,400	Nil	Nil	Nil
Malta Council for Culture & the Arts	Nil	Nil	Nil	649,000	570,000	570,000
Fondazzjoni Patrimonju Malti	30,000	30,000	30,000	30,000	50,000	50,000
Manoel Theatre Management Committee	130,000	130,000	97,500	130,000	100,000	110,000
National Orchestra	200,000	200,000	230,000	250,000	270,000	290,000
St.James Cavalier, Centre for Creativity	30,000	30,000	112,500	150,000	145,000	135,000
Ministry for Gozo - Subsidies to Cultural Organisations & Cultural Council	13,000	13,000	9,012	14,000	13,992	14,000
TOTAL	2,416,000	2,449,000	2,816,412	3,085,000	2,635,493	2,989,000

Source: Financial Estimates

These figures indicate the minimum government spends on the cultural heritage sector. Various relevant fields of expenditure are in fact not specifically identified in the Estimates, and therefore could not be reported. The figures here reported are however strongly indicative of the significance of public expenditure in maintaining the cultural heritage sector in Malta.

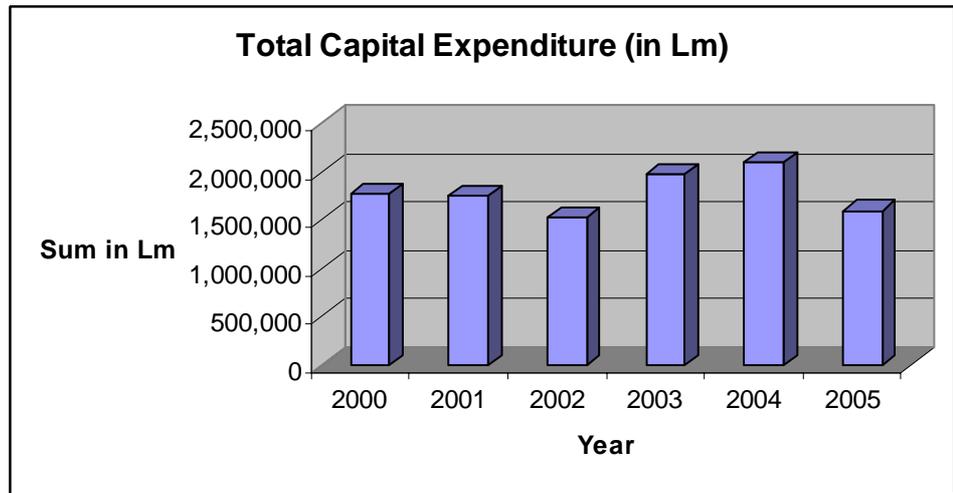
Understanding the economic role of the private sector is altogether much more difficult. Published data on this aspect is widely dispersed, and much information must still be collected. Establishing these facts is of great importance in the planning of cultural heritage activities in the future.

Capital Expenditure (in Malta Liri)

Details of expenditure	2000	2001	2002	2003	2004	2005
Improvements at Museums & historical sites, and restoration works	250,000	400,000	300,000	550,000	330,000	300,000
Surveillance, Security and Automated Ticketing System	100,000	100,000	100,000	100,000	100,000	100,000
Ggantija Heritage Site	Nil	Nil	Nil	Nil	Nil	100,000
Restoration of Forts, Fortifications and historical places	630,000	530,000	500,000	500,000	650,000	450,000
Restoration of the Auberge d'Italie	150,000	75,000	50,000	50,000	10,000	Nil
Restoration and improvements to historical sites – Gozo	20,000	25,000	30,000	20,000	30,000	Nil
Superintendence of Cultural Heritage - Cultural Heritage Information Management Systems	Nil	Nil	Nil	Nil	70,000	25,000
Restoration Works Vth Italian Protocol	Nil	Nil	Nil	Nil	140,000	112,000
Rehabilitation of St. James Cavalier	Nil	Nil	Nil	Nil	10,000	10,000
Upgrading of Manoel Theatre	20,000	25,000	Nil	150,000	150,000	250,000
Rehabilitation Projects	600,000	600,000	550,000	600,000	613,000	250,000
Total	1,770,000	1,755,000	1,530,000	1,970,000	2,103,000	1,597,000

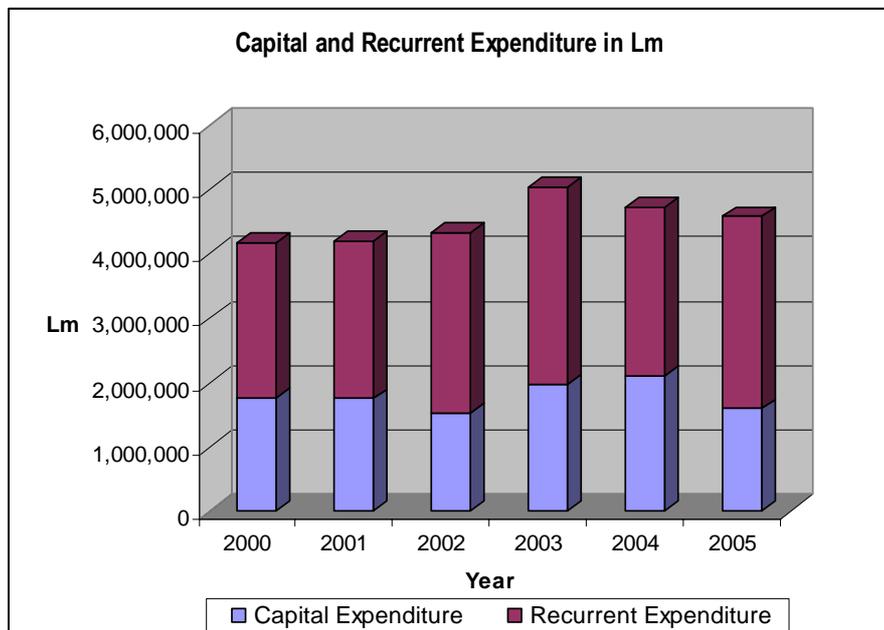
Source: Financial Estimates

The table entitled Total Capital Expenditure sums up the total allocation of capital funds over the period under review.



Source: Financial Estimates

The table below describes the sum total of capital and recurrent expenditure over a six year period.



Revenue in the Public Cultural Heritage Sector

Revenue	1999	2000	2001	2002	2003	2004
Museums Department admission fees	879,953	882,952	886,144	840,061	Nil	Nil
Heritage Malta Admission Fees	Nil	Nil	Nil	Nil	850,000	923,866
Malta Centre for Restoration	Nil	13,655	12,335	16,238	102,117	164,105

4.2

Cultural Heritage And Sustainable Development



There are many definitions of 'sustainable development', including this landmark definition which first appeared in 1987:

"Development that meets the needs of the present without compromising the ability of future generations to meet their own needs."

From the World Commission on Environment and Development's (the Brundtland Commission) report *Our Common Future* (Oxford: Oxford University Press, 1987).

Issues of what, where and how much to preserve by way of Maltese cultural heritage are inevitably linked to issues of sustainable development in a small island territory. The geographic limitations of the Maltese islands have conditioned the way that the conflict between development and heritage preservation has developed since the end of the Second World War. The archipelago's development has been characterized by urban spread, quarrying, industrialization, the construction of a tourist infrastructure and other forms of land use. The transformation of Maltese landscape has been dramatic. It is not unusual for the general public to look upon the historic and cultural environment as one that is degraded beyond repair. Increasingly, public perceptions question the way that our environment and cultural heritage fail to attract adequate resources. The magnitude of conservation priorities, the restoration and rehabilitation of Malta's walled cities, as well as the need for upgrading museum and site presentation is eclipsed by what are often perceived to be more pressing national priorities.

The relationship between economic development at a national level and heritage management has been antagonistic. The same factor applies to the environment. The enforcement of heritage protection principles and policies are often perceived as being a detriment to development and economic progress. The regulation and superintendence of cultural heritage attract uneven receptions. Heritage protection interest groups support state organized regulation. Such groups advocate a wide spectrum of ideologies. On the other hand, several development-driven sectors have yet to integrate cultural heritage in a broader long-term economic strategy. The paradoxes of tourism for instance, where coastal development and visitor impact on historic sites and monuments have to coexist with the idea of cultural tourism, can easily be replicated for other sectors.

Indeed, an argument has yet to be articulated to support the view that Malta's economic development has much to gain from enhanced protection and management of the cultural heritage. Economic performance can be improved if the cultural heritage sector is provided with the right resources to develop in a proper way. In essence, economic performance can be enhanced if images of the decay of our heritage are replaced by perceptions of conservation and a general care of the cultural environment.

Sustainable development dictates a close relation between development and the preservation of the natural and cultural environment. Such a relationship is however not a simple one. There is in fact a great deal of unevenness in the manner in which cultural values are supplanted by a modernist misconception of what courses development should take.

The economics of cultural heritage is a discipline that requires greater attention. A foremost economic concern is tourism, which is increasingly trying to project Malta as a cultural destination. In this regard, it is imperative that tourism does not become a commercial entertainment reducing the cultural heritage into a mere decoration. The commercialisation of the access to cultural heritage risks leading to an over exploitation of the same heritage, causing its degradation in the process and its depreciation through overuse.

Another economic concern is provided by the role of Valletta as a business centre. A degraded capital will simply create a vacuum that can be easily filled by new business centres. The recent attempts at rehabilitating the Birgu and Grand Harbour water front have, on the other hand, shown that the rehabilitation of historic centres has a number of economic gains.

In addition, many of Malta's towns and villages still possess historic centres. The loss of these centres will lead to a further degradation of the quality of life of the archipelago's population. The same applies to the degradation of Malta's cultural landscape and the country's cultural heritage.

Having a relatively new heritage organisation, much more attention should be focused on the evaluation of the sustainable use of heritage. Based on adequate indicators, evaluation should address macro and micro dimensions, such as landscapes preservation, the rehabilitation of historic centres and the proper use of monuments, sites, buildings and collections.

The introduction of conservation performance indicators will help national government and non-government organisations assess the state of the heritage against parallel indicators related to the country's economy and infrastructure development and land use. The benefits of introducing conservation performance indicators are several and essentially important for risk management at various levels of heritage assets.

Seen in these contexts, the sustainable use of the cultural heritage can become less of a 'conflict sector'. A basis for the sustainable use of cultural heritage and

environmental resources can be adopted if the conservation of heritage is tied to development. In this regard, several socio-economic models have been explored or adopted world wide with varying results. In the European framework, the concept of Integrated Conservation, as developed by the Council of Europe, has become a milestone in the development of conservation principles. Integrated Conservation proposes to re-position heritage preservation and conservation by linking it to existing social dimensions. In doing so, Integrated Conservation establishes a useful mechanism for managing change in a sector whose survival depends on stability and preservation of the cultural fabric through time.

The management of change in terms of cultural heritage thus becomes the essence of sustainable use of cultural and environmental conservation. Without change, development will be doomed. Without change, cultural heritage can become susceptible to decay and destruction. Change must allow a considered use or re-use of heritage assets, without necessarily leading to irreversible transformations of the cultural heritage. By integrating the demands and timeframes of heritage preservation with social and fiscal policies, a framework for managing change can be developed to truly meet "...the needs of the present without compromising the ability of future generations to meet their own needs."

In this regard, the Council of Europe has led the way in promoting cultural heritage as a basic human need. It is in fact the re-positioning of the human dimension at the centre of conservation needs that has given strength to the principle of Integrated Conservation and the need for a sustainable use of the cultural heritage. Among other important documents, the Council of Europe has developed a trilogy of European conventions in support of heritage preservation. The Granada Convention (1985), the Valletta Convention (1992) and the Florence Convention (2000), together provide a framework within which protection and integrated conservation policies can be applied to architecture, archaeology and landscape.

Heritage management can therefore become an essential part of development. Preservation requires its own economic components based on human resource development, research and development, the development of necessary science and technology, national and regional fiscal policies, regulation and financing. Where such elements have not been properly developed, heritage assets have been allowed to decay. The lack of a suitable economic dimension to heritage management has been used against heritage preservation by broader economic sectors that see heritage as a limitation to production and development.

The sustainable use of the cultural and environmental heritage requires a leap of faith by political classes, developers and, equally, by heritage practitioners and environmentalists. Sustainability requires consensus, understanding and commitments towards how and where change of the historic and environmental heritage can be managed for the benefit of present and future generations.

4.3

Tourism And the Cultural Heritage

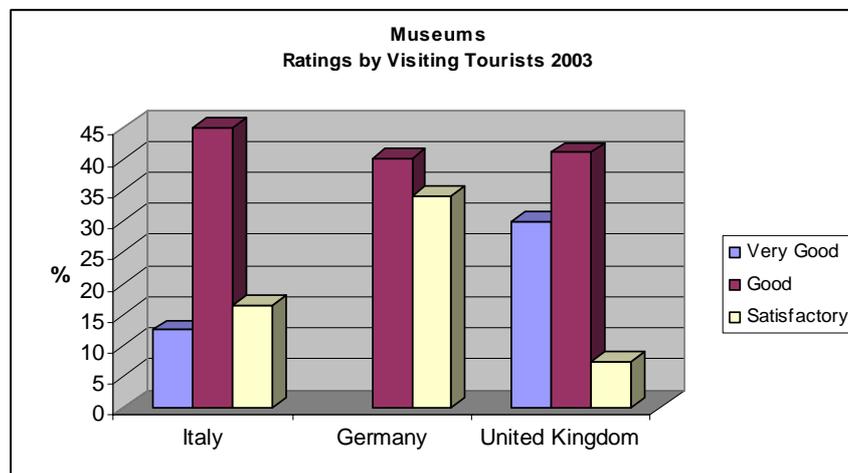
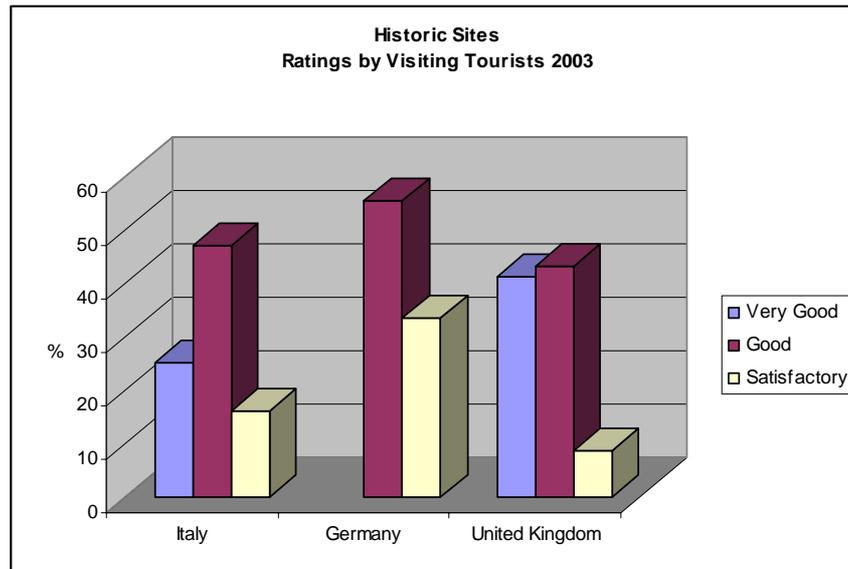


It comes as no surprise that the perception of the general Maltese public is, unfortunately, that cultural heritage is of interest largely to tourists. This is due to the fact that it is particularly tourists who visit heritage sites and museums rather than the Maltese public. Whereas heritage managers should try to address this problem in trying to attract the Maltese public to our heritage, initiatives to promote the Maltese Islands' cultural heritage in attracting tourism are to be acknowledged and encouraged.

There has been a distinct increase in the number of cultural tourists in Europe over the past 25 years. Culture is often far more important as a secondary motive for tourism than as a primary motivation. In Europe, there is a growing interest in heritage, a desire to travel to historic places, and a wealth in history which allows this. Demand to visit historic cities can be closely associated with the demand for holiday/city breaks and culture holidays. In 1999, holiday/city breaks accounted for 17% of the total European outbound holiday travel, and thus rated as the third most popular type of holiday in Europe.

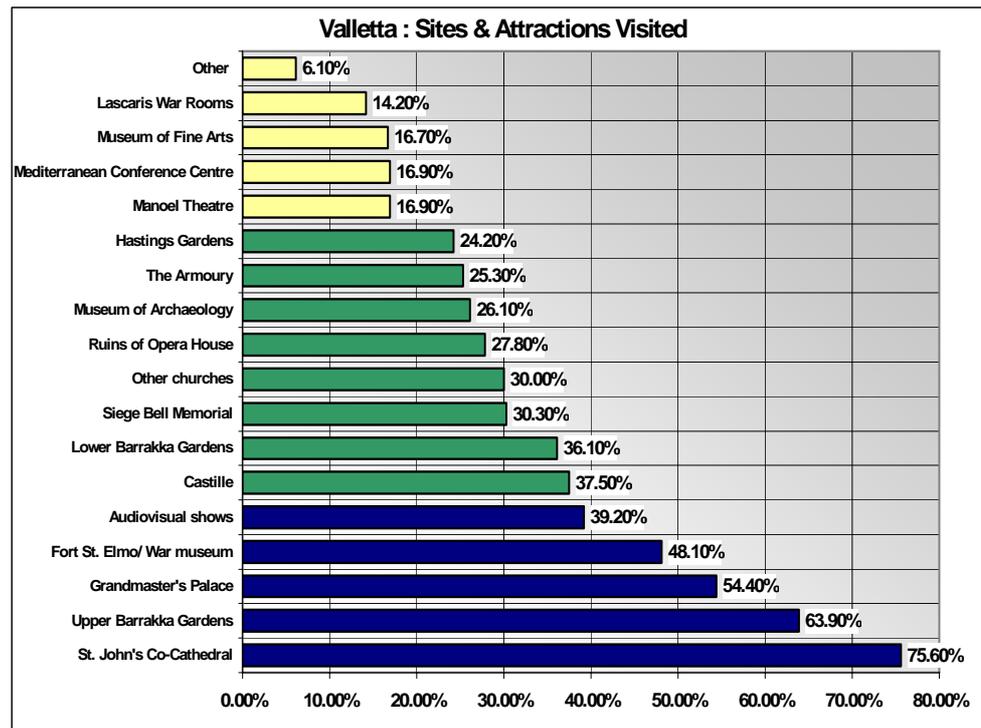
Research carried out by the Malta Tourism Authority provides an indication of current tourist perceptions towards Malta's cultural heritage. During 2003 a relatively high percentage of visiting tourists chose Malta as their destination because of its history and culture. Percentages vary from market to market. An approximately equal percentage (22%) of German tourists chose Malta because of its climate and heritage. The prime reason quoted by Italian tourists for choosing Malta was as a new destination. However, an approximate 20% chose Malta because of its culture. Roughly the same percentage of English tourists chose Malta for its history, its climate and for their second or third visit. The quoted figures are only approximate and are based on surveys amongst tourists in Malta carried out by the Malta Tourism Authority (MTA). However, they are indicative of the fact that Malta's cultural heritage is a major asset in the tourism industry.

Tourist perceptions towards cultural heritage sites and museums vary. In 2003, high percentages of visiting tourists rated museums as good and satisfactory. The tables included below provide an approximate summary of three major markets. There appears to be higher ratings for heritage sites by Italian tourists. This is also applicable in the case of tourists from the United Kingdom.



Source: MTA Culture Statistic Reports by Market (Unpublished)

Available statistics indicate that in general museums are not attracting an acceptable share of tourists. A case study of tourists visiting Valletta provides a more detailed picture as to preferences for tourist attractions in the city. This case study identifies those historic sites and museums that are not popular with tourists in spite of their high value and potential as tourist attractions. The attached table summarises the situation in respect of sites in Valletta visited by tourists:



Source: *The Significance of Valletta as a Tourism Product: Findings of a Tourism Survey, MTA, 2001.*

The largest percentage of visiting tourists was registered at St. John's Co-Cathedral and the Grandmaster's Palace. It is however a cause of concern that the major museums and other heritage sites in the city registered a low percentage of visiting tourists. Important historical sites in Valletta also registered an uneven performance. The churches most visited in Valletta were St. Paul's shipwreck church, the church of Our Lady of Mt. Carmel and the church of the Franciscan Conventuals in Republic Street. Other churches of prime historical importance registered a low percentage of visiting tourists. These include the churches of Our Lady of Victories and the Jesuit church both of which are of historical importance and have key works of art. Positive action has already been taken to address this uneven visitor flow in these churches. However, most of the churches in Valletta remain closed throughout the day and are therefore not accessible. This is also the case for museums and churches in Cottonera. A high percentage of visiting tourists to this area considered the lack of accessibility to these sites in the afternoon as a lack of sufficient service.

It is significant to note that the percentage of tourists that make use of audio visual shows in Valletta is higher than that registered for national museums. This high percentage is also applicable in the case of Mdina. According to MTA statistics, audio-visual shows in Mdina attract 42% of visitors on guided tours but only 20% of individual tourists.

The Cottonera area does not present a popular catchment area for tourists although a number of projects currently underway might lead to its becoming one. Birgu is by far the greatest tourist attraction in the area with 91% of tourists visiting this city either exclusively or in combination with Senglea and Cospicua. The architecture, its typical Maltese character and the system of fortifications themselves were the

three elements that tourists were most interested in. Operators have complained about the fact that most historical attractions and resources are closed, inaccessible or underutilised. These include Fort St. Angelo, the Armoury in Vittoriosa and the Macina. Fort St. Angelo itself is visited by some 52% of tourists in the area notwithstanding the fact that it is not clear whether the fort is open or closed to tourists. The fort still lacks interpretation panels although minor restoration works have been undertaken during the current year within the remit of the Cottonera Rehabilitation Project. Popular literature on this area is still lacking although publications on its history and culture do exist, some of which have also been recently published.

The potential of the Cottonera area as a tourist attraction remains largely untapped. A number of projects launched during this year and aimed at addressing this shortfall include a museum of the Maltese language in the Auberge de France. However, it is the overall effect that best attracts tourists to the area. These generic characteristics require a measure of protection and any potential development aimed at improving the area as a tourist attraction should strive to achieve an acceptable *modus vivendi* with the intrinsic environment and way of living in the area. The desired widespread flow of tourists in the area rather than a concentration of tourists in one particular developed zone can be achieved by means of a tourist itinerary thanks to which the general feeling of the Three Cities is experienced in a holistic manner. It is also positive that tourism is being viewed by operators as an instrument to overcome social problems in the area.

Tourists visit Mdina primarily for sightseeing and touring although 59% of these are also motivated by cultural enrichment. Yet again, the architecture, peaceful and quiet atmosphere and the views from the fortifications were the three most quoted reasons by tourists for visiting Mdina. The Cathedral Museum registered 23.2% of visiting tourists whilst the Natural History Museum registered around 6.7%. The difference in numbers accounts for the specialised nature of the Natural History Museum. Other museums in the area, such as the Roman Domus are undergoing major restoration and refurbishment works and thus no statistics could be compiled. The two museums in Mdina carry out minimal marketing and advertising initiatives which are rather sporadic and are not part of a comprehensive marketing plan. However, positive feedback has been forthcoming when marketing initiatives were carried out. Mdina lacks, for example, art galleries and this is also the case of the Three Cities. Cultural Heritage Projects in Mdina are however on the increase. It is envisaged that in 2005, Palazzo Falzon will become the third museum in Mdina. The scope of this project is in line with the promotion of a greater emphasis on the historic character of Mdina and will hopefully provide a well researched attraction with a professional display.

It appears that a holiday in Malta might not necessarily translate in the tourist visiting key museums and historic sites. The potential of key museums and historic sites for the tourism sector remains largely untapped and more can be done to exploit this potential. Planners and cultural heritage managers should strive to preserve the character of historic cities which remain by large the core tourism product.

5 **Education, Research And Access**

5.1

Education and Cultural Heritage



Malta's educational system promotes cultural heritage from primary to tertiary level. The extent of exposure to cultural heritage subjects relates to Malta's own heritage as well as to cultural heritage in general.

At primary level, students are exposed to cultural heritage through the social studies syllabus that covers the geographical, social and historical environment of the Maltese islands. Students are also introduced to historical issues and cultural sites indirectly through other subjects through set textbooks and chosen texts that include data on cultural heritage subjects. The social studies syllabus covering the historical environment at the primary level is focused on key personalities in Maltese history, an introduction to important periods in Maltese history, Maltese traditions, an appreciation of the local community concept and an appreciation of Mdina and the Cittadella (Gozo). As indicated in the syllabus for 2005, the topics covered in year six remained unchanged and included:

- Prehistory and the early settlements in Malta
- St. Paul's shipwreck in Malta
- The Great Siege of 1565
- The building of Valletta
- Malta and the Second World War
- Malta's National Days

Archaeology is approached through the material evidence with emphasis being laid on Ggantija Temples, the Hypogeum and Ghar Dalam. Fortifications are also discussed indirectly. Schoolchildren are also introduced to the Grandmaster's Palace, St. John's Co-Cathedral, the Auberges of the the Order of St. John and the Holy Infirmary.

The examination questions prepared for the Junior Lyceum Entry Examination 2005 reflect these topics.

The availability of textbooks on cultural heritage subjects remains an unresolved issue, and there is an urgent need for standard and suitable textbooks at primary level.

During the period from January to September 2005, approximately 26,500 schoolchildren under 12 years of age had visited Heritage Malta museums and heritage sites. This marks an increase of 3300 schoolchildren over the same period

in 2004. The highest number of visiting school children has been registered at Ghar Dalam (2,600 schoolchildren) followed by Ggantija Temples (2,570 schoolchildren) and the Palace Armoury (2,540 schoolchildren). The Museum of Natural History and Hagar Qim megalithic site have registered 2,410 and 2,000 visiting schoolchildren respectively. The National Museum of Fine Arts and the National Museum of Archaeology registered 210 and 1,390 visiting school children respectively. Statistics covering school visits to ecclesiastical and private museums and heritage sites are not available.

The relationship between the number of visiting school children and the different museums and cultural heritage sites may reflect current teaching approaches to our cultural heritage. While teaching about heritage is being promoted by primary school teachers in line with the current primary level syllabus, greater commitment remains necessary to attract more primary students to those museums and heritage sites that have registered low attendance by school children.

Cultural heritage subjects at secondary education level are in general terms studied within a selective choice. This makes an analysis of student exposure to cultural heritage rather difficult. Students are nonetheless exposed to cultural heritage topics during their first years at secondary school. Students experience art appreciation and introduced to media used in artistic expression, the use of light, techniques, basic painting skills and art history.

There are, in fact, no adequate books for the levels to which students are being prepared and thus candidates study on books that are too advanced for them. Some of the literature available is also rather 'colonial' in nature. At secondary level, there remains a need for adequate books on cultural heritage subjects and their lack could possibly also reflect in the performance of students at examinations.

A general overview of the quality and degree of exposure to cultural heritage at Junior College remains to be quantified. Systems of Knowledge is provided as a subject at intermediate level. Questions are however generic and do not focus specifically on Malta's cultural heritage.

At tertiary level, cultural heritage remains linked to specific courses. Courses covering cultural heritage related subjects are provided by the University of Malta and the Malta Centre for Restoration. However, exposure to cultural heritage in general terms remains limited. At the University of Malta, the courses in History of Mediterranean Civilisation have been discontinued for a number of years. These courses were intended as common core culture for all Humanities students and their discontinuation is an unfortunate development.

The Institute of Conservation and Management of Cultural Heritage, Bighi runs a number of courses aimed at the professional formation of the restorer-conservator. The Bachelor in Conservation and Restoration Studies (Honours) is a four year programme leading to the B.Cons. (Hons.) degree awarded by the University of Malta. The Institute also offers a Masters in Applied Conservation. The issue at stake is whether stakeholders in the sector can provide working opportunities for young graduates specialising in cultural heritage subjects.

5.2

Research in Cultural Heritage



Legal Background

The Antiquities (Protection) Act 1925 only provided limited guidance and regulation on the matter of research in the various fields of cultural heritage. The main points raised by the Antiquities Act concerned the obligation to report the discovery of any antiquities, and the need to obtain a written approval from Government to carry out searches for antiquities.

These basic legal measures were greatly expanded by the Cultural Heritage Act 2002. A key innovation in the Cultural Act is the provision for a definition of the concept of 'investigation' in cultural heritage:

'any activity for the purpose of obtaining and recording any information relating to cultural heritage and includes any works for the purposes of identifying, discovering, excavating, revealing, recovering and removing any object or material situated in, on or under any cultural property'

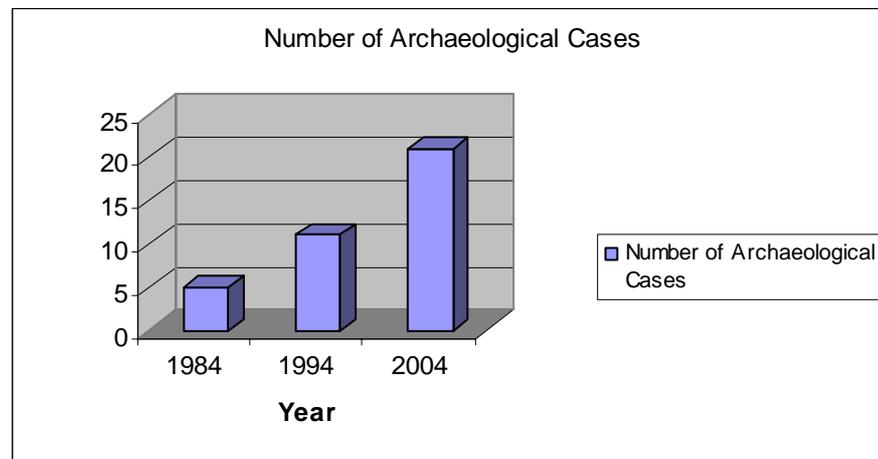
Likewise, the definition of the principle of 'accessibility' (Art 3.5) is made to include the notion of the right to 'research' and to 'study' cultural heritage.

On an operational level, the Act identifies the Superintendence of Cultural Heritage as being the public entity entrusted with authorizing and monitoring archaeological excavations both on land and at sea (Art 43). This responsibility is to be read in close conjunction with the other key responsibilities of the Superintendence in the area of heritage data management.

Beyond the responsibilities of the Superintendence, the Minister responsible for Culture also has the authority to make provisions for the regulation of excavation and exploration (Art 55).

The Cultural Heritage Act also provides for the constitution of a Cultural Heritage Fund under the administration of the Committee of Guarantee (Art 15), and which may be used solely for the purpose of research, conservation or restoration of the cultural heritage.

Records kept by the Superintendence indicate that the number of archaeological interventions being carried both on land and at sea have been rapidly increasing at least since the early 1990s. This is indicated by the figures in the following table:



A number of factors indicate that this pattern of rapid growth in archaeological fieldwork cases will persist over the next ten years. Factors contributing to such growth include:

- Growing number of archaeological fieldwork projects initiated by the Superintendence to satisfy its core functions as defined by law; including inventory and scheduling purposes as well as promotion of research and education.
- Improvements in the harmonisation procedures between MEPA and the Superintendence, including consultation procedures, monitoring and enforcement.
- Growing numbers of land development cases being referred to the attention of Superintendence for cultural heritage evaluation purposes
- Increasing incidence of reported discoveries resulting from a rising level of public awareness to cultural and conservation issues.
- An increasing demand for high standard scientific information by academic and heritage management institutions, as well as by NGOs and Local Councils. This may be gauged by the growing number of EU funding proposals related to archaeological fieldwork.

Regulation and Operational Issues

Implementing the changes required by the Cultural Heritage Act in the way research is conducted will require (1) the introduction of a necessary body of regulation and (2) the establishment of accepted standards of practice and data management.

These changes are aimed primarily at those forms of research which have a direct physical impact on the cultural resources they are applied to. This includes those forms of research which require physical removal or destruction of the cultural

resource itself or part thereof, for purposes of excavation, sampling or scientific analysis.

Other Issues

The promotion of good standard research in Malta's cultural heritage requires much more than a simple change in the legal framework. The research sector suffers from under-funding and from a lack of opportunities for individual researchers to further their activities.

Some of the major issues involved in the reform of this sector may be defined in the following points:

- The right to access properly archived data relevant to the study, protection and management of cultural assets;
- The conservation of data and of cultural resources affected by research activity, including on-site arrangements, archiving and clean storage facilities;
- The establishment of minimum acceptable standards in research practices, documentation, professional ethics and techniques;
- The identification of National Priorities in the area of cultural heritage research.
- The full public accountability of researchers and of research activity and the monitoring thereof;
- The implementation of measures aimed at promoting more quality research.
- Development of research funding programmes.
- The development of a better research and laboratory capability for Maltese researchers, and for foreign researchers working in Malta.
- Creation of synergy on research matters between the major stakeholders in the sector, to include the University of Malta, the Superintendence of Cultural Heritage, Heritage Malta, the Malta Centre for Restoration and the Malta Environment and Planning Authority.

5.3

Public Access To Cultural Heritage



The Cultural Heritage Act 2002 promotes wider access to cultural heritage. The Act refers to the right of “every citizen of Malta as well as every person present in Malta” to “benefit from this cultural heritage through learning and enjoyment”. The entities established by the Cultural Heritage Act 2002 do not only have the duty to conserve and protect our cultural heritage, but also to manage the care, exposition and appreciation of heritage.

The latest available statistics compiled by the National Statistics Office quote figures for 2004. As indicated in a news release dated 2nd June 2005, just over half of 54 surveyed museums and historical sites on the Maltese Islands were owned by the state. 14 of these museums and sites were owned by the Church and 12 were privately run. The data gathered indicated that 28.8% of museums and sites surveyed were specialised museums. These included religious, banking, toy and theatre museums. A further 20.3% were classified as archaeology and history museums, 18.6% as art museums and 13.6% as monuments and sites.

The news release indicates that in the three year period from 2002 to 2004, the number of individual paid admissions to museums increased by 419,515 (i.e.73%) to 996,851. It appears that this was mainly due to a substantial increase in the visits to art museums and to archaeology and history museums. In the course of 2004, the most visited places were art museums (31.4%), followed by archaeology and history museums (29.2%), military museums (12.4%) and monuments and sites (12.1%). The least popular museums were maritime museums with just 1% of visitors.

Paid group admissions increased by 43% between 2003 and 2004.

The news release had also noted that paid admissions by individuals to museums in Gozo had also increased from 69,485 in 2002 to 114,245 in 2004. This marked an increase of 64.4%. The most popular places in Gozo were monuments and sites, which garnered 62.2% of all individual paid admissions.

Visitor figures as recorded by Heritage Malta for the first 9 months of 2005 showed an overall increase of around 13,000 visitors when compared to the same period in 2004. While this increase is a positive development, it is much less than the increase noted in 2004, which was over 75,000 visitors.

	2003	2004	2005
Ggantija	120,332	133,176	121,232
Palace Armoury	89,675	87,662	58,285
National Museum of Fine Arts	18,732	18,516	18,193
Inquisitor's Palace	28,064	37,335	38,241
Malta Maritime Museum	20,504	21,155	20,555

National Museum of Archaeology	60,109	68,412	62,517
Hagar Qim Temples	85,009	103,518	97,496
State Rooms	67,609	95,199	117,240
Tarxien Temples	80,495	82,898	77,717
St. Paul's Catacombs	71,723	76,820	76,389
Ghar Dalam and Cave	55,900	60,916	55,710
National War Museum	45,610	46,607	44,389
Hal Saflieni Hypogeum	15,733	17,223	16,137
National Museum of National History	13,054	13,529	14,849
Ta' Kola Windmill	15,727	11,195	6,684
The Old Prisons	10,470	11,089	12,354
Folklore Museum	14,309	10,822	9,057
Museum of Archaeology (Gozo)	14,759	9,854	9,623
Natural Science (Gozo)	7,307	4,660	6,551
Mnajdra Temples			38,469
Doumvs Romana			21,713
Ta' Hagraat Temples			61
Skorba Temples			72
Ta' Mintna Catacombs			3
TOTALS	835121	910,586	923,537

A positive development may be seen in the reopening of the Roman Domus in Rabat.

In October 2004, new entrance fees to state-owned museums and heritage sites had been introduced through Legal Notice 446/04. Fees for visitors between 18 and 60 years of age had been increased by 100% for a number of heritage sites and museums including the Inquisitor's Palace, the Maritime Museum, Hagar Qim and Mnajdra prehistoric temples and others. Entrance fees to particular sites such as Ggantija in Xaghra (Gozo), has been increased to Lm 1.50 and access to the Roman Domus, currently undergoing a restoration and renovation project, will be Lm 2.50. Group tickets have been retained and improved upon.

Admission fees have also been introduced for children and youths visiting Heritage Malta museums and heritage sites. At the time of writing, Heritage Malta do not generally charge admission fees in the case of visiting schoolchildren, but this measure remains at the discretion of the agency and may vary according to the site or museum. Moreover, it does not appear that the introduction of admission fees for visitors under 18 years of age is linked to the introduction of new educational services and programmes by Heritage Malta catering specifically for schoolchildren.

Accessibility to works of art in museums is regulated through standing curatorial policy. The choice of what is permanently exhibited largely depends on the museum setup, its concept and targeted audience. Choices dictated by these parameters often reduce access to numerous works of art that are usually placed in reserve collections. The extent of accessibility to works of art in national museums is not known. The only data available concerns the National Museum of Fine Arts (Heritage Malta) with roughly 81% of works of art in its collection having limited access. Data related to other state owned museums is not available although it is

known that many have large reserve collections. The situation in church and private museums remains to be assessed and quantified.

Besides, there is still a lot of state owned heritage that is not accessible to the general public. The inventoried portion of the national collection located in government departments, historic buildings and other national institutions has a high percentage of works that have limited access. This accounts for 78% of the total number of works located in these premises. Some of these works are of high artistic merits that also have a valid context in Malta's art history. Works of art located in such premises should be reviewed and key works that do not have a historical provenance linked to their present location removed to public museums.

Public programmes organised by national institutions and non-governmental organisations promote wider accessibility to cultural heritage. The European Heritage Days regularly promoted by the Superintendence of Cultural Heritage is one such campaign that is increasingly targeting local heritage. This campaign has developed into one of the major awareness campaigns organised locally. The campaign for 2005 involved 7000 participants including schoolchildren. The participation of other stakeholders such as national institutions and non-governmental organisations is crucial to the success of this campaign. However, wider participation by local councils should be the goal of forthcoming European Heritage Days. Accessibility to heritage sites is also promoted amongst Maltese citizens by Din l-Art Helwa and Fondazzjoni Wirt Artna.

6 Issues and Opportunities

6

Issues and Opportunities

During the coming years, Malta's heritage sector will be facing an number of issues and opportunities. Many of these are long-standing, others will develop as a result of unforeseen circumstances. The well-being of the cultural heritage requires strategic thinking that can embody public support and interests. The stakeholders are many, while institutions are few. Public heritage thinking should become a prominent policy tool. This factor becomes even more important when one considers that if left unguarded and well taken care of, Malta's heritage could rapidly become the country's Achilles heel.

The major issue remains, and will remain in the future, the sustainable use of the cultural heritage. Sustainability is elusive, but suitable long-term policy strategies if designed and maintained, can contribute to its achievement in various degrees. It is this that the National Strategy for Cultural Heritage should seek to achieve. Once the basic principles of an agreed strategy can be publicised, a wider public heritage partnership can be developed. National success can only be guaranteed if an adequate level of stakeholder participation is allowed during the drafting of the national policy on cultural heritage. The sharing of common objectives and principles by as wide as possible an audience will in the long run increase the successful implementation of a strategic principles.

A better understanding of the challenges of sustainability will inevitably raise the issues and opportunities that have already been outlined during the national Forum of 2004:

Operational frameworks

While the autonomy of government entities, local authorities and NGOs is of fundamental importance, the strategic policy document should define the ways in which operations in the field of cultural heritage are undertaken. The establishment of good working relationships among government authorities and other stakeholders will ensure an improved use of available resources. A commonly understood operational framework would contribute to the improving of resource allocation and use.

By defining corporate responsibilities, obligations and operations of stakeholders, the strategic policy document will fortify the effectiveness of the Cultural Heritage Act 2002.

Capacity building

The needs envisaged in the Cultural Heritage Act and by the Strategic Plan are well beyond the existing operational capability of the cultural heritage sector. This is resulting in a slowing down of the reform process initiated with the enactment of the Cultural Heritage Act in 2002.

This situation is not only causing highly damaging operational bottlenecks, it is also resulting in various important aspects of the reform grinding to an effective halt. Clearly the need to initiate a strategic capability build-up within Malta's cultural heritage sector must be a high priority consideration for the National Strategic Plan.

The Strategic Plan must address the problem public entities and NGOs are encountering in obtaining qualified human resources while keeping their expenditure within currently available financial budgets. The strategic use of rationalisation processes within the public sector, such as the pooling or strategic redistribution of existing human resources, must be given especially high consideration.

The Strategic Plan should also address those areas of the support infrastructure for the local cultural heritage services and operators which are currently under developed, or outright absent. Areas requiring such capital, one time investment must include the infrastructure for improved logistics, data management and storage, fieldwork and enforcement.

Intra-departmental consultation

The strategic policy document should aim at harnessing as wide a consultation process as possible among government ministries and departments. The state of the Maltese cultural heritage is particularly sensitive to the workings of government. Many government entities have a direct or strong influence on the well being of heritage assets.

The strategic policy document should chart the structure and content of consultation among government entities. The aim of this strategic measure is that of enhancing inter-departmental cooperation on heritage matters. In particular, improvements in this area of concern should aim at establishing common measures in safeguarding heritage. The policy document should therefore attempt to counter current practices of piecemeal consultation by promoting an integrated consultative process on heritage matters.

Consultation with Local Councils and NGOs

Beyond an enhanced consultative process involving government entities and departments, the National Strategy on Culture Heritage should also enhance consultative processes involving Local Councils and NGOs. Provisions for such a measure have been included in the Cultural Heritage Act 2002. The strategic policy document should endeavour to create a liberal regime in which the spirit of inclusiveness is encouraged so as to allow Local Councils and NGOs participate in a more active manner in the cultural heritage.

In addition, a long-term consultative process with Local Councils and NGOs can serve to address grass-root interest in heritage. Local Councils are now in a much better position to reflect the concern of local communities. The strategic policy document must recognise that social inclusion will be beneficial in that it will enhance the prospect of conflict resolution, public awareness and appreciation of heritage. In this regard, improved social inclusion can have a positive multiplier effect such as improved museum attendance, improved heritage protection and conflict resolution in planning development processes.

Monitoring of national strategy for cultural heritage

As stated, the monitoring of the national strategy of cultural heritage is a critical element in the success of the five-year strategy. The Committee of Guarantee is

called upon by the Cultural Heritage Act 2002 to oversee the overall strategy. The State of the Heritage Report can in addition serve as a review instrument.

De facto, the legally prescribed meeting schedule of the Committee of Guarantee guarantees a working time-table for the monitoring process of the national strategy. The State of the Heritage Report can in addition provide annual assessment milestones. The strategy is subject to reassessment after five years.

The identification and protection status of heritage assets

The strategy must address the pressing concern with the identification of cultural heritage assets. In this regard, the Superintendence of Cultural Heritage will provide a lead with the establishment of the Cultural Heritage Information Management System (CHIMS), which will include the national inventory of cultural heritage assets. The establishment of CHIMS is designed to improve our overall knowledge of the cultural heritage beyond the major assets that have been well known for decades.

In part, the success of protection measures will depend on the ability of the Superintendence to (a) register as many heritage assets as possible; (b) to update registration and inclusion of cultural heritage assets on the national heritage inventory; (c) to assess, evaluate and promote the heritage values (and not only monetary); (d) promote such awareness within government institutions, among stakeholders and the general public; (e) create a cooperation framework in which stakeholders would contribute to the monitoring and enhancement of the national inventory of cultural assets.

The strategy must indicate the objectives and the incremental registering of assets and their legal recognition. In addition the strategic policy document should examine the enhancement of legal instruments that protect the national heritage, especially in view of Malta's entry into the EU and the principle of free movement of goods across national frontiers.

Protection measures have come to depend even more on our ability to contextualize knowledge and understanding of the cultural heritage. The protection of the cultural heritage must improve beyond existing practices which depend very much on the success of policing and surveillance, and even less so on strategic thinking.

The strategy must develop protection frameworks that take into account among other factors: (a) legal status of heritage assets in general, (b) the legal status of heritage assets placed on the heritage inventory; (c) strategic protective measures based on national planning and mitigating processes, (d) the scheduling of monuments and other heritage assets (e) the promotion of integrated conservation; (f) the promulgation of management plans; (g) conservation and restoration initiatives, (h) surveillance, guidance policy development, education and enforcement.

Scheduling of monuments and inter-departmental measures in planning and land use issues

Scheduling of monuments remains one of the more effective protective tools that are available. The national strategy policy document should consider ways with which to enhance the scheduling of monuments. A policy document should address the manner in which heritage assets are evaluated and treated during planning procedures and related enforcement procedures. Finally, the strategy

should address ways in which scheduling could be developed into a measure of contextual assessment of the heritage.

Planning, land use and heritage asset preservation

The strategic policy document must revisit current practices involving the outcome of planning decisions on the cultural heritage. Such decisions form part of a long process of evaluation involving the mechanism of planning. The strategy must therefore address ways to improve not only the assessment of heritage assets in matter of land use, but also the consultation process involved at the level of the Planning Authority, The Development Control Commission, the Heritage Advisory Committee, the Superintendence of Cultural Heritage and other entities.

The care and treatment of cultural heritage assets

The policy document should address the use and treatment of heritage assets. This is a complex area which requires detailed long-term attention. Success factors depend on the promotion of policy through policy guidance material and the establishment of national standards for the use of heritage assets.

The strategy must also examine the manner in which certain particular assets, such as fortifications, cart ruts, ancient cemeteries, reserve collections, heritage found in local council boundaries and others, are currently being treated with a view of improving the sustainable use of such assets.

In this regard, the strategy should therefore address the various issues related to heritage asset management and how such management can be periodically reviewed. In particular, this area of concern can benefit tremendously from the introduction of the 'management plan' concept developed by a number of international organisations.

Guidance policy development

A key to improving heritage management, conservation and protection is the creation of guidance policy. Policy documents are indispensable tools to disseminate standards and share common quality objectives. A number of advances have been made in this area by MEPA. The Superintendence of Cultural Heritage is currently preparing a number of subsidiary legal texts on the Right of Preference and movement of goods. Already published is subsidiary act on the return of stolen cultural property. Internal policy documents on Guardianship deeds have also been prepared.

The national strategy document should address the various ways in which government entities, NGOs, Local Councils and specialists can contribute to the drafting of policy documents.

Urban, Rural, Coastal Cultural Landscapes

The policy document should address the important issue of cultural landscapes. Malta has a diverse array of cultural landscapes which require management strategies. The policy document should seek common interest areas within which institutions such as MEPA, the Superintendence of Cultural Heritage, the Restoration Unit, the rehabilitation projects, local Councils and NGOs have shared concerns. In a limited sense, cultural landscapes are apt to be more vulnerable and less stable than some types of heritage assets. In addition, the degradation of cultural landscapes tends to be more extensive involving massive cultural resources. Degraded cultural landscapes will continue to have a negative impact on the way that the Maltese islands are perceived, and will in addition continue to undermine the safety of many of our cultural heritage assets.

Archaeological, Architectural, Geological Monuments

The archaeological, architectural and geological monuments of the Maltese islands are among the most important assets of the country. These assets require a common strategic understanding by all stakeholders. The policy document should address this issue.

Historical Fortifications

Malta possesses a unique portfolio of historical fortifications stretching from the Middle Ages to the 20th Century. However the overall state of the military architectural heritage is one characterised by a widespread state of abandonment, misuse, and an accelerating deterioration of the historic fabric.

The Strategic Plan must identify means for the strategic use of the available human and financial resources as well as highlight the need of new capital investment where this is most urgently required. The Plan should also identify the best means for the sustainable use of these outstanding cultural assets, this being a measure for the long term conservation of such monuments.

Museums and Collections

Collections of artistic, cultural or historical importance tend to be those least exposed to the damaging effects of physical deterioration. Yet even the sheltered conditions of Museum environments, be they State, Church or privately owned, offer only a relative security to such collections. The Strategic Plan must identify the conditions and the standards under which such institutions are meant to operate in order to guarantee the high conservation conditions and effective security against theft and other forms of damage.

Equally the Plan must lay down the conditions under which Museums are to operate in full respect of the principals of public accessibility, transparent management and social inclusion. Such ethical and operational parameters must be particularly stringently enforced by publicly owned collections and museums, thereby creating a leading example for other non-public institutions to follow.

Religious Cultural Heritage

The Cultural Heritage Act made provision for the autonomous Superintendence of 'cultural property used for religious cultic purposes' (art 51). By virtue of this article, the Malta Conference of Bishops set up in 2003 its own Commission for the Superintendence of Catholic Cultural Property.

The Minister responsible for Culture has, according to the Cultural Heritage Act, the right to nominate a candidate to sit on the Board of this commission. The Strategic Plan must therefore include provisions for the smooth interfacing of the actions undertaken by the State's Superintendence of Cultural Heritage and those of the Superintendent of Catholic Heritage. The Strategy can serve as a means for the ensuring that both entities undertake appropriate levels of dialogue and cooperation for the improved conservation and appreciation of Malta's religious cultural heritage.

Intangible and Ethnographic Heritage

The Cultural Heritage Act includes intangible and ethnographic heritage as falling under the definition of the term 'cultural heritage'. This added definition has to be dealt with in the Strategic Plan, indicating which public entities are to carry out operations for the study and protection of this class of cultural heritage. The Strategy should also find means of encouraging the interaction of public bodies with

Local Councils and with NGOs on this important but little understood aspect of the national cultural heritage.

Archives and Databases

The availability of good quality data, in effective time is an essential pre-requisite for the construction of an effective cultural heritage management system. The current situation of acute fragmentation in the storage and management of cultural heritage is an important issue that needs addressing in the Strategic Plan. The Plan should clearly address the role of the Superintendence as the statutory body responsible for the management of the National Inventory on Cultural Heritage. It should also address the needs and duties of the other bodies in the area of data collection, data digitization and data accessibility, as well as the co-ordination of these various bodies to increase efficiency and avoid duplication of costs.

Local Councils and NGOs

As discussed further above, the Cultural Heritage Act introduced an important innovation by officially recognising the role of Local Councils and of NGOs in the care, understanding and protection of Malta's cultural heritage. There is much scope in enlarging the role played by these entities in the local cultural heritage management scene. Their contribution will be invaluable in widening the social scope in cultural appreciation and protection, as well as help spread costs of maintenance and conservation of cultural assets away from central funding. The strategic plan is to establish the means by which this qualitative participation by Local Councils and NGOs is to be encouraged. It must also establish the regulatory norms necessary to ensure that decentralised activities by Local Councils and NGOs are carried out in full respect of existing legislation and according to accepted standards of practice.

Research

Research is the major tool for increasing our data base of knowledge on the local cultural heritage assets. Without a living process of ongoing research, our understanding of the Malta's cultural inheritance in all its aspects will inevitably suffer due to the lack of new ideas and initiatives. Research is the backbone to a successful launch of educational, managerial and conservation programs. Most research happening in Maltese cultural heritage today tends to happen ad hoc and in a non-coordinated manner. Available resources for conducting research are furthermore minimal. The Strategic Plan must address these issues and identify ways in which more effective research programs can be undertaken, particularly in fields which are of direct benefit to the sustainable management of Malta's very diverse cultural heritage.

Conservation and Restoration

The conservation sector has witnessed a great increase over the last few years largely due to the setting up of the Malta Centre of Restoration. A notable important increase in private entities engaged in the conservation and restoration sector has also occurred. This burgeoning sector needs urgent regulation, in line with the provisions of the Cultural Heritage Act. The role of the Malta Centre for Restoration and of the Superintendence also has to be clearly established. A further need is the establishment of a national strategy for conservation and restoration, particularly in areas requiring emergency attention and, as necessary, capital funding.

Cultural Tourism

Tourism is the biggest economic participant in Malta's cultural heritage sector. Through tourism Malta's culture is directly linked up with the general economic picture of the country. Yet in many ways the 'cultural tourism' product still needs

much developing, particularly in the area of quality development. Lateness in developing this aspect is resulting in lost economic opportunities for the tourism industry as a whole. Equally important is the need to assess the negative impact of tourism on our cultural heritage, in order to design solutions aimed at removing these negative impacts, and guaranteeing the long-term, sustainable use of the cultural assets in question.

The Role of Private Enterprise

Important experiments in the involvement of the private sector in the management of our cultural heritage assets have been made in recently. The lessons learnt from such experiences still need to be assessed. Clearly the need for broadening the search for successful public-private partnerships in the heritage sector is still on. The Strategic Plan must indicate the means and the ground rules by which such partnerships are to be conducted and the means by which they are to be monitored and assessed.

Education and Cultural Heritage

The Strategic document is to address the link between the cultural heritage sector, in terms of tertiary level courses and vocational courses provided by the Maltese educational system. It is to assess the degree of success such courses have in preparing students for gainful employment in the cultural heritage sector.

Equally important is the need to understand the relationship between the cultural heritage programmes and services currently being provided and the new draft national curriculum. Such an assessment is to understand the strong points of the existing system, and propose ways in which it could be improved.

ACKNOWLEDGMENTS

Bondin, Ray (Valletta Rehabilitation Project)
Calleja, Andrew (Chairman, MEPA)
Camilleri, Donald
Camilleri, Alfred (National Statistics Office)
Camilleri, Nikola (National Statistics Office)
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